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Part I (VT 005 948) of the report to the Committee on Administration of Training Programs contains summaries of the findings and recommendations based on the analysis of data presented in this volume. Answers to two basic questions were sought: (1) To what extent is there waste, duplication, and inefficiency in administering federally supported job training programs as many individual programs? and (2) How are the programs administered? Among the 31 programs reviewed are vocational education, institutional and on-the-job training under the Manpower Development and Training Act, apprenticeship and training, Job Corps, specialized training under Title II of the Economic Opportunity Act, work experience, work-study, Neighborhood Youth Corps, and others. The Programs are administered by about 20 Federal offices, under 12 different laws. Information was gathered from relevant legislation, documentary materials, study reports, testimony from participants and others, interviews with over 75 federal and regional administrators, and intensive study of the impact of program operations in Oakland and Fresno, California, and St. Louis and Springfield, Missouri, and other sources. Described and analyzed at all operational levels are program characteristics, aspects of administration including funding, the coordination structure, and dimensions of need. See also VT 006 507. (ET)

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OPENING THE DOORS: JOB TRAINING PROGRAMS

A Report to the Committee on Administration of Training Programs

PART TWO—TEXT AND TABLES

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OPENING THE DOORS -- JOB TRAINING PROGRAMS

A REPORT

TO

THE COMMITTEE ON ADMINISTRATION OF TRAINING PROGRAMS

Part Two - Text and Tables

February 1968

Greenleigh Associates, Inc.

New York Chicago San Francisco Washington

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FOREWORD

The final Report to the Committee on Administration of Training Programs is in two parts of which this is the second. This volume is not intended to stand alone. To thoroughly understand the Report this part must be read with Part One which includes recommendations as well as findings in a summarized and capsulized form. Part Two contains no recommendations.

This volume describes in detail the methodology of the study, the detailed data found at the Federal, State and local levels and the analysis of that data. It is intended for those persons who wish to have a complete documentation of what was done and what was found. It also contains a series of tables which were developed to explicate the data generated from a number of sources. These tables have been updated to January 1968, where appropriate or feasible.

Arthur Greenleigh

February 20, 1968

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Chapter I

METHODOLOGY

PURPOSE AND SCOPE

The technical specifications for this study directed that its principal purpose be to determine if there is waste, duplication, and inefficiency in administering federally supported training programs as many individual programs. The study was commissioned and designed as a resource for the Committee on Administration of Training Programs, to provide it with data and analysis required for its deliberations.

The programs in the Committee's purview have grown rapidly in number, magnitude, and scope in recent years. The growth has been accompanied by diversity in administrative structures and procedures. The administrative structure for any one training program is often complex; for all training programs taken as a total system, the picture is even more complicated. A major objective of the study, therefore, was to describe and analyze the varieties of administrative structures and processes, and to include recommendations for simplification and coordination where required for the more efficient conduct of training programs.

The framework of the study and its time constraints did not contemplate program analysis and evaluation going beyond the administrative issues. But the study design did include a modified program analysis to the extent that (a) it was not separable from the administrative analysis, and (b) it was related to the impact of administrative arrangements on the content and reach of the programs.

An analysis at each of the administrative levels--Federal, regional, State, and local--was planned, because of the complexities and variations in (a) the processes by which programs reach the local community, and (b) the populations to be served.

The study found that about 30 programs fell within the logical scope of the Committee's review, and focused on these. Emphasis was on the programs within the administrative purview, jointly or singly, of the Department of Health, Education, and Welfare, Department of Labor, and Office of Economic Opportunity. These comprised virtually all the programs, and clearly the major ones.

The contract for the study was signed on June 9, 1967, and work was begun at once. The California and Missouri interviews and observations were completed by September in the main. The Final Report is dated February 20, 1968 but was preceded by (a) progress reports to the Committee at monthly intervals, and (b) presentation to the Committee of recommendations and summary findings in December 1967 and January 1968.

PROCEDURES AND RESEARCH INSTRUMENTS

The analysis was directed essentially to answering two basic questions:

- How are the programs administered?
- To what extent is there waste, duplication, and inefficiency in their administration as many individual programs?

The answers demanded:

- A wide-ranging inquiry which would not overlook circumstances and considerations related to, although not part of, the administrative processes.
- A painstaking acquisition of factual data. Information on programs and procedures was available in only limited and fragmentary form.
- An identification of the reality and totality of the administrative processes. The actual procedures by which programs were administered had to be traced--or, more literally, tracked down--from the Federal level where they originated down to the local level where they

operated. Published procedures were variously unavailable, incomplete, obsolete, or at variance with actual practice.

FEDERAL ASSESSMENT

Information was sought for the relevant programs on such topics as legislative authorization, purpose, scope, target population, types of program offerings, administrative structure, funding, numbers served, program results, interrelationships and linkages with other training programs.

Extensive interviews took place with more than 50 top administrators and program staff officers in Washington, D. C. Program information and insights were sought for topics identified in a specially developed interview guide. The topics included such administrative categories as program delegation, intraprogram administration, funding procedures, coordination between programs, administrative relationships among different governmental levels. A review of the program itself was also made, including questions about the estimated universe of need, records of trainee characteristics and achievements, placements and follow-up, reporting and evaluation mechanisms. Administrators were invited to express their opinions of the program's major problems, causes, and solutions.

Documentary materials and reports were acquired during the interviews and from other sources. These were analyzed in terms of schedules specially designed to extract the most significant data and array it in the most meaningful form.

REGIONAL ASSESSMENT

More than 25 regional administrators and staff of Federal agencies in the Kansas City and San Francisco offices were interviewed. The selection of these regions coincided with the designation of the State of California and the State of Missouri as the field sites.

Officials in Washington, D. C. who were involved in administering the regional structures, special representatives or consultants to the regional offices, and members of regional coordinating bodies were among others who were contacted.

The specially devised interview guides for this stratum covered such topics as the functions of the regional offices, the division of responsibilities with other levels, services provided by regional offices, and the possible impediments to effective administration at this level (including such areas as funding, refunding, staffing, program guidelines). Regional respondents were also asked to provide information on the relations maintained with other agencies and training programs, the effectiveness of coordinating arrangements. Their opinions were invited on the extent and causes of waste, inefficiency, and duplication.

SELECTION OF STATES AND CITIES FOR ON-SITE STUDY

The study design stipulated that two States, and two cities in each of the States, would be selected for intensive study. The purpose was to observe the actual operations of programs in local communities and ascertain the impact, at the grass-roots level, of the entire chain of administrative procedures. The two-State selection was not posited as a sample of any kind. It was a microcosm, viable within the limitations of time and money allocated for the study, which could provide insight into the realities and significantly enhance identification of major administrative problems.

The selection of California and Missouri was made in consultation with the Committee on Administration of Training Programs, in accordance with criteria which were discussed and agreed upon: (1) widely separated geographic areas; (2) urban population swelled by rural migration; (3) ethnic diversity in labor force; (4) substantial numbers of disadvantaged persons in the community; (5) active job training programs with range of effectiveness, from outstanding to mediocre; (6) communities with particularly interesting programs or situations, as suggested by the Committee and by HEW, Labor, OEO, etc.; (7) inclusion of some communities with operational Job Corps and OIC; (8) not in areas incompatible with time constraints of this study, because of size or situations (e.g., city population of more than two million, or particular hostility to outside surveys); (9) not in areas grossly untypical with respect to State administrative structure; (10) not in the six-State group where

Greenleigh Associates was simultaneously conducting a study for the U. S. Employment Service, bearing on resource materials and staff training for the Human Resources Development Program--Arizona, Florida, Massachusetts, Texas, Washington, West Virginia.

The selection of Oakland and Fresno and St. Louis and Springfield as the four cities for field studies was similarly made in consultation with the Committee. The relevant criteria was that there be one medium-size city and one in a more rural setting in each State. The preference for adjacency of Job Corps was satisfied by the Parks Job Corps Center near Oakland and the St. Louis Job Corps Center for Women.

STATE ASSESSMENT

Field work in the two States, and in the encompassing regions as well, was preceded by CAMPS meetings at the regional level in San Francisco, and at the State level in Kansas City. These sessions were specially arranged with the cooperation of CAMPS chairmen and representatives from participating agencies. They provided an opportunity to explain the role of CATP and the purpose of its contractor's study. They served to introduce the study staff to key administrators in the area. The discussions at the CAMPS sessions were a valuable "kick-off" for the field work, covering a wide range of topics relevant to the study.

Subsequently, about 20 individual interviews were held in Sacramento and Kansas City with officials of the State Employment Service, State Departments of Education, Welfare, and Vocational Rehabilitation. The specially devised interview guides for State officials referred to the functions of the State offices, the division of responsibility with other levels, State planning, funding, refunding, evaluation, barriers to effective administration, coordination among programs at the State level. Documents requested at the State level included CAMPS State plans, program guidelines supplied by State offices to local projects, reporting forms required by State offices, program data reported to State departments. State respondents were also invited to give their opinions on the extent and causes of waste, inefficiency, and duplication.

ASSESSMENT AT THE LOCAL PROJECT LEVEL

Within each of the four cities, field analysts collected information first-hand on virtually every training program within the scope of the study. A series of interviews were held with project administrators and staff personnel, trainees, and persons in related agencies and organizations. About 100 persons were interviewed, exclusive of the interviews with trainees.

Observations were made of program activities, procedures, and facilities. Specially designed research instruments were utilized, including interview guides, observation schedules, and resource materials for field analysts.

The central issues dealt with (a) the adequacy of manpower efforts in terms of the community need, (b) the major barriers to program effectiveness imposed by administrative procedures and regulations, and (c) the types of coordination and linkages that exist among programs at the local level.

The detailed examinations at the local level sought to discover the manner in which training programs and services are actually delivered in the local community, and to elicit information on the most important problems in administration.

In the field and at headquarters, relevant information about the community's population, labor market, and manpower problems was assembled.

Field staff at the local level included a specialist in vocational education. He served in addition to the persons whose expertise and experience included public administration, government, education, job training, community organization, economic analysis.

SURVEYS IN SIX ADDITIONAL CITIES

Reference was made earlier to the six-State group where Greenleigh Associates was simultaneously conducting a study for USES, bearing on the HRD program. Field analysts were at work in Boston, Dallas, Huntington, Miami, Phoenix, and

Seattle, meeting with local ES personnel and officials in community programs and agencies, including job training programs. The interview guides and questionnaires developed for these six cities were augmented in order to provide information on (a) Employment Service relationships with local training programs; (b) the training program spectrum, including such topics as the programs' scope, type, relationships, impact on total community needs, and problems reported by administrators. Almost 200 persons in the Employment Service and local training programs conferred with Greenleigh field analysts for topics reported in this study.

DOCUMENTARY MATERIALS

Documentary materials were acquired throughout the study. These included reports, statistical records, evaluations, memoranda, and forms. Some of these served for reference and orientation in the field; all were relayed to the headquarters staff for utilization in description and analysis.

Another major source for analysis was the relevant legislation. This was studied to ascertain each program's legislative mission, target population, types of services authorized, administrative arrangements specified, requirements on use of funds, State participation, reporting and evaluation, etc.

The administrative regulations, program manuals, and guidelines for sponsors were obtained and analyzed for most of the programs. These materials were studied for information on administrative structure and procedures, program standards, admission requirements, eligible activities, and the administrative interpretations of program purposes and goals.

The most recent program and agency reports at all four levels were collected where available and used as a source of program statistics and measurement. Other program statistics were supplied in varying degrees of completeness by agency administrators and project sponsors.

The Cooperative Area Manpower Plans for the regions, States, and cities involved in the study were analyzed for information on future plans, and the considerations on which government planning was based.

Additional documentary sources were the materials generated by the House and Senate Labor Committees, which were giving lengthy consideration in 1967 to programs authorized under the Economic Opportunity Act. Materials included Committee hearings, testimony, consultants' reports, and reports and recommendations of the Committees themselves.

FOLLOW-UP STUDY

The inadequacy of statistical data on trainees, at the local level, was underscored by the unavailability of data to conduct the follow-up contemplated in the original design of the study. It had been planned to select for follow-up study a five percent random sample of trainees registered in selected programs six months earlier.

The follow-up was not possible for these reasons, singly or in combination:

1. Most of the local projects surveyed had not been operating for as long as six months. In fact, many of them were just getting underway.

2. Few of the programs maintained records which were adequate for follow-up purposes. Dropouts were not clearly identified. Post-training referrals and/or status were not known.

3. Addresses of trainees were at best not sufficient. Even where projects maintained lists of trainees' names and addresses, it was pointed out that address-changes were not often recorded while the trainee was still enrolled, and never recorded after termination of training.

Consideration was given to an alternate procedure: a follow-up in any one large-scale project which maintained more adequate records. Inquiries and conferences were held with HDC in St. Louis concerning the retrieval of follow-up data from its Job Bank and Control Center records. The data would not have met all the initial specifications insofar as the HDC data were (a) not available for the six month period originally called for; (b) did not include projects outside the HDC aegis; (c) referred essentially to a counseling-plus-referral-to-training sequence rather than a training experience as such. Additionally, responsible persons in the St. Louis job training complex requested that follow-up mail or other inquiries should not go to program dropouts or even to participants in past programs. They felt that the already-grave local situation could be seriously worsened by renewed contacts which in many instances would only be reminders of failure. In any event, data were not available within the CATP's time constraints.[1/]

CATP MEETINGS: TESTIMONY AND SITE-OBSERVATIONS

The Committee's monthly meetings convened, variously in Washington, New Haven, New York, Oakland, Chicago, and New Orleans. At each meeting, a series of persons were invited to talk with the Committee about their experiences and views on job training programs and related matters. Appearances were made by about 100 witnesses from diverse sectors concerned with job training problems. Included were government administrators and policymakers at the Federal and other levels, project directors and administrators, program participants, community leaders, minority group representatives, civil rights workers, religious leaders, educators, academicians, etc.

[1/] In a letter to Greenleigh Associates dated November 9, 1967, the Director of HDC Data Control Center advised that: "Our Committee on Computer Services has considered your request and has instructed me that your order must take its place behind eleven (11) other priority orders for computer programming. The best estimate I can make at this time for starting on your project is early January 1968."

In New Haven and Oakland the Committee visited project sites to observe training facilities and procedures, and talk with program administrators and enrollees.

Senior representatives from Greenleigh Associates were privileged to attend the meetings and make the site visits. The information and insights developed in these sessions were a valuable adjunct to the contractor's independent research.

Similarly, the documentary materials acquired by the Committee's Research Director for the information of the Committee members were made available to the study staff.

Additionally, senior representatives from Greenleigh Associates accompanied CATP Chairman Vivian, Member Marshall, and Research Director Briggs to an exploratory session on cost/benefit analysis with a distinguished faculty group from the Industrial Relations Research Institute of the University of Wisconsin, at Madison.

PRESENTATIONS TO THE COMMITTEE

Greenleigh Associates presented findings to the Committee at various stages of the study, in the form of preliminary reports and a final report. The preliminary reports included a statement of work in process and the proposed content of future reports.

The content of the individual reports reflected both the requirements set forth in the contract and the specific requests of the Committee at its periodic meetings. All the preliminary reports included extensive tables, designed to present the massive data gathered for the Committee in analytical and synoptic form.

The report dated September 20, 1967 contained a general listing of the universe of programs and their significant characteristics with respect to amounts of funds, target populations, program offerings. Differences and similarities among the more significant programs were discussed. The administrative structure, including agency authority and funding procedures, was outlined. Variations in regional configurations and regional offices for agencies involved in the administration of training programs, and some of the resultant problems, were presented. A description of CAMPS--purpose, composition, methods--was included. Eight pages of tables were appended.

The report dated October 17, 1967, provided further information on program content and administration, and reported field observations from the regional level in San Francisco and Kansas City. Additionally, 23 pages of tables referred to (a) distinguishing characteristics of the various programs; (b) agencies at all levels involved in the administration of each program and their functions; (c) relevant excerpts from the Clark Committee's evaluation of the Economic Opportunity Act programs.

The report dated November 20, 1967 gave further detailed accounts of the emergence and administration of the various programs. It discussed the distribution of programs among existing Cabinet-level agencies. It included an estimate of the dimensions of need for manpower and training services, both overall and broken down into the needs among various subgroups of the population, and for various types of programs. The estimate was compiled by Greenleigh staff from the most recent available data from numerous sources. A detailed description of interagency relationships and an analysis of existing mechanisms for coordination were presented. The report concluded with an exposition of the major problems which were identified and the types of issues involved in improvement of program administration. Information gathered during the field surveys was cited for illustration. Four charts were presented. There were also 70 pages of tables. Half of these were devoted to program statistics on the programs for which information had been supplied thus far. The remainder included (a) major characteristics of the programs in Oakland, Fresno, St. Louis; (b) for all DOL, HEW, and OEO programs the legislative basis, administration, target population, offerings, number of enrollees, funding procedures.

The report dated December 11 and December 16, 1967 (a two-part report prepared for the Committee's December meeting) included a total of 23 recommendations for improvements in the administration of training programs, and a summary of considerations on which the recommendations were based. A twenty-fourth recommendation was read to the Committee at its meeting.

The report dated January 23, 1968 presented the recommendations and summary findings, incorporating revisions required by the passage of the Economic Opportunity Act Amendments of 1967 and of the Social Security Amendments of 1967. These legislative changes post-dated the December report of Greenleigh Associates. The January report also included the five appendices and the glossary of acronyms which appear in the final printing of the Final Report dated February 1968.

Each of the reports was issued in advance of the Committee's monthly meetings. Senior officers and study staff were available at all Committee meetings for information or discussion on the reports and the study.

Chapter II

TRAINING PROGRAMS: CHARACTERISTICS

THE UNIVERSE OF PROGRAMS

Programs within the scope of the Committee's study are referred to in Amendment 32 as "such programs as vocational education, institutional, and on-the-job training under the Manpower Development and Training Act, apprenticeship and training program, Job Corps, specialized training programs under Title II of the Economic Opportunity Act, work experience program, work-study program, Neighborhood Youth Corps, etc."

Except for vocational education and apprenticeship, the programs mentioned arise from the Manpower Development and Training Act of 1962 or the Economic Opportunity Act of 1964, as subsequently amended.

Altogether at least 31 different programs (still predominantly MDTA or EOA) can be identified generically as federally supported job training programs. (See Table I.) They are administered by about 20 different Federal offices, and authorized under some dozen different laws.

Three of the programs listed (CEP, SER, Ghetto-Aid) cut across program lines. Functionally they may be termed "delivery systems"; the resources they bring to bear on an identified target are funded from more than one program source. For example, CEP is funded from MDTA, Neighborhood Youth Corps, and Special Impact monies, as well as from Nelson and Scheuer.

Another distinction these three programs share is that they do not arise--initially at least--from a specific piece of legislation. CEP, for example, stems from the President's Report to Congress in March, 1967; later, in December, it was given legislative recognition in the Economic Opportunity Amendments of 1967.

The 31-program listing does not include Opportunity Industrialization Centers as a "program." OIC is clearly of significance and importance in the job training spectrum, and receives considerable funding from Labor, OEO, and HEW channels. But OIC is an independent sponsor, rather than a "program" arising from legislative or administrative authority at the Federal level.

Nor does the 31-program listing include two major manpower programs which provide no job training although they are closely linked with job training activities of other Federal programs. One is the Human Resources Development Program of the Federal-State Employment Service, which provides recruiting, counseling and placement services. The second is the Neighborhood Facilities Program of the Department of Housing and Urban Development, whose multipurpose neighborhood centers will house a variety of manpower and related services.

The 31-program listing includes many in which job training is only a component of total activity, and not necessarily the major component. For example, the manpower component of OEO Community Action programs is listed as a "program."

The 31-program listing includes additionally those in which the job training component is not carried on as a training activity but rather is contracted for, or purchased by, the agency for its clients. Thus, Vocational Rehabilitation is listed as a "program" although (a) job training constitutes only a portion, and not an easily separable one, of its services; and (b) the training is not provided in the same direct manner as, for example, in MDTA.

Apprenticeship is listed as a "program" because it is mentioned in Amendment 32. It differs from others in the 31-program listing because the Federal role in apprenticeship programs does not relate to training as such, but only to encouraging industrial management and unions in the development of apprenticeship programs. The Federal allocation for the National Apprenticeship Program in fiscal 1967 was less than $10 million, and applied only to salaries and related costs of field personnel of the Labor Department's Bureau of Apprenticeship Training.

Adult Basic Education under the Elementary and Secondary Education Act is listed as a "program" even though it does not provide job training as such. Nevertheless it is integrally linked with job training programs, at least in conceptual terms.

A great variety of approaches and procedures, and a wide range of funding, are encompassed in the listed programs. The amount of Federal funds allocated to the individual programs ranges from under $3 million for one, to more than $375 million for another.

RELATIVE RESOURCE ALLOCATION

The amount of Federal money available for the programs for fiscal 1968 is estimated at around $1.7 billion, based on new obligations authorized pursuant to Congressional appropriations which were not made, in large part, until the end of 1967. New obligations authorized in fiscal 1968 are cited here as a current measure of relative resource allocation because fiscal 1967 appropriations do not reflect current program emphasis. Individual programs have been expanded or cut back at different rates than the overall change since 1967, when total appropriations were an estimated $1.5 billion.

An initial sorting of the programs is by the legislation, without reference to the administering agencies or other program characteristics. On this basis, three groups of programs account for nine-tenths of Federal resource allocation in fiscal 1968 (and in fiscal 1967 as well, with some alteration in the "mix"):

Legislation from which programs derive	*Federal Funds*	
	Fiscal 1968	*Fiscal 1967*
All legislation referring to training programs	*100.0 percent*	*100.0 percent*
EOA[1]	*54.9*	*53.6*
MDTA	*21.8*	*24.3*
Vocational Education	*13.6*	*14.1*
Other	*9.7*	*8.1*

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[1] Adult Basic Education is included as arising from EOA. It originated as Title II-B of the Economic Opportunity Act, and is presently authorized under Title III of the Elementary and Secondary Education Act as amended in 1966.

A further sorting of the programs is in terms of resource allocation ranked by individual programs. For overview purposes the closely related programs have been combined or bracketed together in the following list.

Program	*Estimated percent of Federal funds, FY 1968*
MDTA	21.8
Job Corps	17.2
Neighborhood Youth Corps	16.9
Vocational Education	13.6
Operation Mainstream (Nelson)	2.7
New Careers (Scheuer)	1.7
Special Impact (Kennedy-Javits)	1.2
OEO-CAP Manpower	1.3
Concentrated Employment Program	6.5
WEP, Title V-EOA	2.7
WIP, Title IV-SSA	2.4
Vocational Rehabilitation (including Voc. Rehab.-SS)	4.2
ABE (CAP-OEO)	1.0
ABE (E&SEA)	2.4
Indians	1.6
Veterans	1.1
Migrants	1.0
Apprenticeship	0.5
Federal prisoners	0.2
	100.0 percent

On this basis the MDTA programs clearly rank first. The ranking would undoubtedly be enhanced still further by the addition of Concentrated Employment Program funds. CEP support funds are listed separately, but neither the showing of funds nor their end use can be complete at this time in view of CEP being a delivery system rather than a program per se.

The next two ranking programs are close together: Job Corps and Neighborhood Youth Corps. The fourth ranking program--Vocational Education--is not far behind.

The next rank goes to a group of related programs authorized under the Economic Opportunity Act. This group also, and its ranking, may be enhanced by CEP funds.

All these programs combined (from MDTA through CEP) account for almost four-fifths of the total allocation for training programs. If the top four programs alone (MDTA, Job Corps, NYC, Vocational Education) are combined, more than two-thirds of total training funds are involved.

PROGRAM FEATURES

An overall view of the differences and similarities in the job training programs is available from Tables II-V, the four master tables on training programs administered by HEW, Labor, and OEO. (These account for the major share of the total programs listed in Table I.) The master tables are designed to permit analysis of this group of highly diverse programs. Although the tables provide great detail, the level of detail obviously must stop short of identifying completely all the characteristics of each individual program.

The tables are not presented for the purpose of unitary analysis. "Unitary analysis" here means such statements as 'Six programs offer basic education, twelve programs offer prevocational training,' etc.

It would be neither meaningful nor appropriate to (a) ignore the differences in program size which preclude unitary reporting; and (b) overlook the double-counting inherent in unitary reporting.[2]

The value of the tables is that they provide a conspectus of the extraordinarily variegated universe of job training programs. They serve in lieu of a program-by-program narration, and are made available for review along with the textual discussion.

CONSPECTUS

Table II summarizes program characteristic It lists 28 programs. (Table I includes three additional programs administered by agencies other than HEW, Labor, OEO. Table I also identifies the presence of other agencies in the administration of HEW, Labor, or OEO programs.)

Program administration involves numerous bureaus, departments, and divisions within the Cabinet-level Departments. These are listed in Table I but discussed in the next chapter dealing with program administration.

Program offerings range from basic education to skill training, and include prevocational education, work experience, vocational training, and other services variously supportive (counseling, medical services, child care, etc.). Virtually all the programs are multicomponent, with more than one type of program offering, but the mix varies greatly from one program to another. So does the nature of the offering. This is discussed under "Program Offerings" in this chapter.

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[2] For an example of the program-size factor, note that the "six programs" which comprise one group may enroll more trainees and have larger financial appropriations than the "twelve programs" which comprise another group.

For an example of the double-count element, note that "six programs offering basic education, and twelve programs offering prevocational training" may refer to a total of twelve programs, not to a total of eighteen programs, if both basic education and prevocational training are offered by six programs.

Trainee allowances are available in one form or another, and under varying circumstances, in all programs except ABE and Vocational Education. However, the amount and duration of the allowances vary greatly, as summarized in Table III, and discussed under "Trainee Allowances" in this chapter.

As for *target populations*, most of the programs are addressed to broadly defined target groups, i.e., the disadvantaged, the handicapped, the poor, etc. A few of the programs are addressed to more specific target groups (e.g., migrants, welfare recipients, etc.). On the whole the target groups are overlapping, although per se this is no evidence of duplication. The program offerings and features usually vary from one program to the next, even if both programs are targeted to the same group. In any event the total reach of all the programs addressed to the same target group falls short of serving the target adequately. This aspect is discussed in the chapter on Universe of Needs. Additional discussion of "Target Populations" appears on pp. 20-23.

With respect to *bases for funding* for many of the programs, funds are distributed to the States (but not necessarily administered through the States) according to a stipulated allotment formula. But the basis for apportionment of Federal funds to the States varies greatly, as shown in Table IV. In MDTA the criteria relate to size of labor force, extent of unemployment, relationship to insured employment. In NYC the criteria are population, unemployment, and family income levels. In Vocational Education the age distribution, per capita income, and vocational education needs are considered in the apportionment.

Matching requirements are stated in many programs, but not called for in some others (e.g., E&D generally, WEP-Title V, Job Corps, etc.). The amount of matching required varies considerably, as Table V shows. The range goes from 50 percent matching required in Vocational Education to 10 percent in MDTA, NYC, New Careers, Special Impact, ABE. In Vocational Rehabilitation the matching requirement is generally (but not always) 25 percent.

TARGET POPULATIONS

Each program has its own target population, not always clearly defined--along with its own eligibility requirements, program offerings, approach, and procedures. In broad terms all the programs relate, to a varying degree, to the low-income/low-education population. But so broad a generalization obscures the real differences which separate the programs, and confront potential program sponsors and trainees.

The kind of classification which is feasible is not altogether satisfactory, but it does make possible a sorting of the programs by target population. If populations are classified in enough detail to fairly represent the target of each program, discrete segmentation is not possible. For example, some programs can be identified as aimed at the "unemployed, underemployed or low skill" and others as reaching to the "disadvantaged and hard-core." The two categories are not mutually exclusive. The unemployed worker is not necessarily "disadvantaged and hard-core" although the "disadvantaged" worker is very likely to be unemployed.

In any event, commingled headings provide the best fit for classifying the training programs by target population on a preliminary basis:

Unemployed, underemployed or low skill

Disadvantaged and hard-core

General population (not necessarily unemployed, underemployed, or low skill)

Welfare recipients

Veterans

Physically and mentally handicapped

Prisoners

Migrants

American Indians

Spanish-Americans

Still another heading--Youth--can be identified as a subclassification wherever appropriate.

Even with the commingled headings, programs must be classified under more than one heading because they are in fact addressed to more than one population.

An additional complication in classifying the programs is that target populations are frequently shifting. The legislation may identify a target population, and administrative emphasis may alter it somewhat. The alteration may be prospective. Or it may be unrealized, i.e., promulgated at the Federal level, but not wholly implemented at the local level. For example, Adult Basic Education-E&SEA has as its target[3] adults whom the legislation defines as "any individual who has attained the age of eighteen" and who does not have a certificate of graduation from a secondary education school or an equivalent level of education. The administering Federal agency describes the target population in terms which could be considered "disadvantaged": the unemployed, underemployed, and welfare recipients, with less than eight years of formal schooling, but priority for less than fifth-grade education.[4] At the local level, ABE programs are frequently not targeted to the disadvantaged.

As a practical matter these complications have been resolved by classifying the programs on the basis of the best information now available as to the program's actual direction. The classification appears in Table VI. The roughness of the classification is compounded by the roughness of the sorting; different judgments could produce different assignments of the programs to the broad headings which are used.

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[3] Within the context of the legislation, where the mission is "to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens."

[4] Adult Basic Education Branch, Office of Education, HEW, "Objectives and Operation of the Adult Basic Education Program" (not dated).

About 11 programs can be identified in which the target population is the "disadvantaged and hard-core," (over and above programs which are aimed at particular segments of the disadvantaged). The list includes such major programs as Neighborhood Youth Corps, Job Corps, and the Concentrated Employment Program.

In at least another five programs the target population is identified as in part the "disadvantaged and hard-core." MDTA-Institutional & OJT are so identified because the national training goal since 1966 has aimed at directing 65 percent of the training effort to reclaiming the hard-core unemployed.

As for "Youth," there are three programs specifically targeted to young people:

1. Job Corps, for ages 16-21.[5/]

2. Neighborhood Youth Corps, for ages 16-21 in out-of-school programs,[6/] and "of an age equivalent to that of students in [the ninth through twelfth grades of school]" for in-school youth.

3. Work-Study, for ages 15-21.

A fourth program--Apprenticeship--is not specifically targeted to youth but generally draws on the 16-24 age bracket.

Additionally, of course, the secondary-school component of Vocational Education is targeted to in-school youth.

Just as "youth" programs define age limits somewhat differently, so do "disadvantaged and hard-core" programs

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[5/] Under the 1967 EOA Amendments the age brackets are "attained age fourteen but not attained age twenty-two at the time of enrollment." Title I, Part A, Sec. 103(1).

[6/] Under the 1967 EOA Amendments the NYC out-of-school program is subsumed in the new Work and Training Program for Youth and Adults, aged sixteen and over.

define their terms differently. There are no standard definitions for "disadvantaged" or "hard-core" and no uniform eligibility requirements.

For example, in MDTA programming the "disadvantaged" are identified from the unemployed or underemployed who have in addition one or more of the following characteristics: (a) educationally deficient; (b) handicapped by physical, mental, or emotional disability; (c) inmate of correctional institution with reasonable expectation of release; (d) long-term unemployed, out 15 weeks or more; (e) military rejectee, failed to pass Armed Forces Qualification Test; (f) member of a minority racial, religious, or ethnic group; (g) older worker, 45 years of age or over; (h) below poverty level, in terms of annual net family income level criteria established by OEO; (i) prison releasee; (j) disadvantaged youth, ages 17-22.[7]

In programs arising from the Economic Opportunity Act, the term "disadvantaged" is not ordinarily used but related factors are mentioned, such as family incomes below poverty levels,[8] unemployment in various degrees,[9] school drop-outs, low educational attainment, minority group status, and poverty area residence.

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[7] CAMPS Interagency Cooperative Issuance No. 3, April 7, 1967, p. II-46.

[8] Although OEO is presumed to use standard income criteria, the income levels specified for individual programs exhibit some variation. For example, in Job Corps the nonfarm family poverty level ranges from $1540 for a single person to $3685 for a five-member family. The comparable range is $1600 to $3800 in NYC and other EOA programs administered by BWP (now BWTP), and also for MDTA--except MDTA Coupled, where it is apparently $1500 to $3500.

[9] The BWP Staff Handbook, which governs Labor-administered EOA programs, defines: (a) "unemployed," as not working regularly more than 20 hours per week; (b) "underemployed," as employed for less than 20 hours per week for more than 26 consecutive weeks; (c) "chronically unemployed," as unemployed for over 15 weeks.

PROGRAM OFFERINGS

Classifying the programs by type of training offered presents difficulties more formidable than those mentioned in the classification by target population. The factors which balk discrete classification are: (a) the multicomponent nature of most of the programs; (b) the different mix of components in the various programs; (c) the unavailability of measurements of the mix.

For example, many of the programs offer prevocational training along with work experience and/or skill training. The different components are not provided in fixed or measurable quantities, such as 25/75 or any other precise ratio. Nor is the demarcation clear among program components; e.g., the line between "skill training" and "work experience" is not firm. At the local level where training programs are implemented, the lines may become even more blurred. Considerable skill training may be provided in work-experience programs, and conversely considerable prevocational training may be combined with skill training. The kind of training encompassed in any particular type ranges widely in character; thus, "skill training" may be anything from entry-level skills to advanced occupational training.

In broad terms, MDTA can be identified as primarily skill or vocational training but high level skills do not predominate. In MDTA-Institutional, almost two-thirds of trainees were in clerical-sales, semiskilled, and service jobs; in MDTA-OJT, more than half were in

such jobs.[10] The vocational training in MDTA is considerably different from the vocational training provided in Neighborhood Youth Corps, for one example, or in Apprenticeship, for another example.

Reported still in broad terms, the various programs arising from the Economic Opportunity Act are chiefly prevocational and work experience with some remedial education, but the programs do have numerous vocational offerings for entry-level jobs. For example, NYC enrollees are usually placed with public agencies for work experience, or training for low-skill jobs (e.g., building maintenance aides, clerical aides). In some communities, enrollees are trained for semi-skilled and even skilled occupations.[11]

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[10] For the period August 1962-December 1966, the trainees enrolled in MDTA by occupation were distributed as follows:

Institutional Programs		*On-the-Job Programs*	
Skilled	*29.8 percent*	*Semiskilled*	*38.9 percent*
Clerical & sales	*23.3*	*Skilled*	*29.5*
Semiskilled	*18.3*	*Service*	*14.1*
Service	*13.7*	*Pre-apprentice & other*	*7.5*
Technical & sub-prof.	*10.0*	*Technical & sub-prof.*	*4.3*
Agricultural	*3.7*	*Clerical & sales*	*3.7*
Pre-apprentice & other	*1.2*	*Agriculture*	*2.0*

The "skilled" occupations with the largest number of trainees were automobile mechanic and body repairman, welder. "Semi-skilled" were machine operator, aircraft subassembler; "service" were nurse aide and orderly.

Data from Manpower Report of the President (Washington: U.S. GPO, April 1967), Table F-2, p. 277.

[11] The Work Training in Industry component of the NYC out-of-school program was inaugurated in late 1967 to provide on-the-job training for NYC enrollees. Presumably this will be subsumed by the "useful work and training" for youth and adults which supplants the NYC out-of-school program in the EOA Amendments of 1967.

Only three programs are identified as not multicomponent. One is Adult Basic Education, which offers instruction in language skills and arithmetic, and provides no occupational training.

Another is Vocational Education, whose offerings are almost entirely in skill training. High school programs train mostly for entry-level jobs in service, semiskilled, or some skilled trades. Post-high school programs concentrate on technical occupations (e.g., medical technicians, nurses, computer operators). Adult programs provide occupational training at all levels, plus refresher courses and special training for professionals, and include remedial education where necessary.

The other single-component program is Apprenticeship, which offers skill training in several hundred different industrial occupations. As noted earlier, the Federal role in these programs does not relate to the skill training itself.

The relationship between program offerings and target population becomes increasingly significant. Programs designed chiefly for the disadvantaged by necessity include remedial education and other supportive services. This is the case in Five Cities-Ghetto Aid, CEP, many EOA programs, etc., as distinguished from programs like vocational education which have a much more general focus.

TRAINEE ALLOWANCES

The variations are set forth in Table III. To the extent that trainee allowances can be reported in ascending order (and without stating all the conditions and variations), they are arrayed as follows.

There are no stipends or other allowances for enrollees in Adult Basic Education and Vocational Education.

Welfare allotments may be supplemented by work-connected expenses (e.g., transportation, lunch) and supportive social services (such as child day care) in WEP-Title V and in CWT-

Title IV.[12] In WEP, enrollees who do not receive public assistance are paid training allowances equivalent to welfare payments.

Maintenance assistance is available in Vocational Rehabilitation.

Room and board plus (a) $30 monthly personal allowance, (b) $50 readjustment allowance after enrollment of 180 days (may be $25 after 90 days) payable after separation for each month of satisfactory participation, and (c) $75 clothing allowance comprise the Job Corps allowance.[13]

The minimum rate is $1.25 per hour in Neighborhood Youth Corps. For NYC in-school programs the stipend is limited to 15 hours weekly (i.e., $18.75 per 15-hour week, or $81.25 per month of 4.3 weeks). In another program closely analogous to NYC in-school, but not operative at the time of the Greenleigh study, a lesser allowance prevailed: Work-Study in Vocational Education[14] compensated enrollees for up to 15 hours per week during school session, with maximum payments limited to $45 per month or $350 per academic year.

In MDTA-Institutional, the weekly allowance is equal to average unemployment compensation in the State. Daily transportation, allowances for dependents, and up to $100 for medical assistance may also be available. Youth, ages 17-21, are limited to an allowance of $20 per week unless they have completed training in a NYC program.

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[12] CWT has been supplanted by WIP under the Social Security Amendments of 1967 (January 2, 1968). WIP provides allowances which contemplate some small amount beyond the welfare payment; variations and circumstances are set forth in Part One, pp. 73-77.

[13] The OEO Amendments of 1967 alter the Job Corps allowance: personal allowance up to $35 monthly for first six months and $50 monthly thereafter; up to $50 readjustment allowance monthly for enrollees who remained in program at least 90 days.

[14] The status of the Work Study (VEA) program is reported in Part One, pp. 94-95.

Minimum or prevailing wage rates apply in Community Employment and Betterment, New Careers, and Special Impact.

Minimum wage rates apply in MDTA-OJT, or the entry rate, with progress increments.

No less than half the journeyman rate applies for apprentices, plus progressive increments.

It is difficult to make comparisons of the stipends, within the context of the various programs' different objectives (even if one overlooks the murkiness which often beclouds program objectives). There may appropriately be differences in stipends where income maintenance is the goal, as contrasted with remuneration for work time or study time. Or there may be differences in stipends appropriately related to their duration.

DISTINGUISHING FEATURES

Table VII identifies the special thrust of each program. There are, after all, different training programs because there are different training needs and different kinds of untrained and disadvantaged people. And there are also different approaches which Congress has taken in its piecemeal approach to job training needs. The cross-sectional analysis of training programs, in terms of their differences and similarities, is indispensable in dealing with a multiplicity of diverse programs. But cross-sectional analysis has to be supplemented by recognition of the whole program and its special nature.

Clearly, a judgment that duplication exists can not rest on an identification of program similarities with respect to one characteristic; the similarities may be offset by differences with respect to a second characteristic. For example: Program A has the same targets as Program B--but not the same offerings. Program A has the same offerings as Program C--but not the same target. Program A has a particular emphasis, which is not present or appropriate in either Program B or Program C. Under such circumstances[15/] Program A would not seem to be duplicative.

In any event, whether duplication--or waste or inefficiency--exists in the administration of the various programs is another question. Table VII relates only to the subject of programmatic duplication, rather than administrative duplication.

[15/] This somewhat complicated illustration is really a simplification of the numerous variables present in varying combinations for the entire group of job training programs.

Chapter III

TRAINING PROGRAMS: ADMINISTRATION

Classification of the programs in administrative terms is greatly complicated by the multiplicity of arrangements and their intricacy or obscurity.

Some programs are administered at the Federal level by a single agency, others by more than one. The division of responsibilities may not always be clear. Where a single agency administers a program, more than one bureau within the agency may share in the administration.

Administrative lines from the Federal level to the local communities are different for the various programs. Some are entirely operated by State government agencies, within federally approved State Plans or guidelines; examples are Vocational Education, Vocational Rehabilitation, Adult Basic Education (E&SEA). Some programs utilize State machinery, but operate on a project rather than grant basis; for example, MDTA-Institutional operates in large part through State Employment Services and State Education Departments. Other programs are administered on a project basis through regional offices of Federal agencies; the Neighborhood Youth Corps is one example. Still other programs operate through direct channels from the Federal level to the local community; Job Corps is one example, MDTA "national" programs another. More than one channel of operation may be used in the same program (e.g., MDTA), as well as variations of any one channel.

FUNDING

Funding is the crucial procedure in the federally supported training programs, since they are essentially pipelines for channeling funds into local communities to implement national goals.

LEVEL OF AUTHORITY

Table VIII identifies the level of authority (State, regional, or national) at which local projects are funded in the various training programs. Every possible variation occurs.

State Plans are one element in the funding level of authority. Some programs permit final approval of local projects at the State government level, if a required State Plan has been approved at the Federal level. In other programs, even with a State Plan, the State must have Federal approval of local projects before it can authorize a local project. Many programs do not require a State Plan.

The level of authority for funding authorization often depends upon the dollar amount of the local project. Cutoff amounts differ in the various programs. For example, $50,000 is the cutoff point in MDTA-Institutional programs, determining whether approval may be granted at the State level or if it must go to the regional level. The cutoff point is $100,000 in MDTA-OJT, for shifting the locus of approval from the regional level to Washington. The cutoff point is $500,000 in BWP programs (NYC, Nelson, Scheuer), between approval at the regional level or in Washington.

For some programs, the level depends upon the nature of the program or other stated circumstances. For example, approval for MDTA-Institutional projects is possible at the State or regional level (under stated circumstances), but must go to the national level for any projects in excess of the State's apportionment and for all national contracts.

For some programs, approval may occur at more than one level. It can be either the regional or national level (MDTA-OJT and Coupled, NYC, Nelson, Scheuer). Or it can be the State or national level (ABE-E&SEA). Or it can be the State, regional, or national level (MDTA-Institutional).

For other programs, approval occurs at only one level. It is the national level for MDTA-RAR, MDTA-E&D, CEP, Job Corps, Special Impact, SER, Indian Training, OEO-R&D, Migrants. It is the State level for Vocational Education, Work Study, Vocational Rehabilitation.

These variations affect coordination at the regional, State, and local levels. And they complicate considerably the funding of local projects.

MDTA PROGRAMS

Funding of MDTA-Institutional projects is one illustration of the variations in a single program. Eighty percent of MDTA Title II funds, for institutional and on-the-job training, are allotted to the States according to criteria in Title III of the Act.[1] The remaining 20 percent may be expended by the Secretary of Labor and the Secretary of Health, Education, and Welfare as they find necessary or appropriate to carry out the purposes of Title II; these funds are generally identified as the national reserve account. The national reserve may be further increased pursuant to the legislative authorization which the two Secretaries have "to make reapportionments from time to time where the total amounts apportioned have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act." The procedures for funding projects from the national reserve account are not the same as procedures for projects funded from the "80 percent" State apportionment account.

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[1] Only the following factors are considered in apportioning funds in accordance with uniform standards: (1) proportion which the State labor force bears to total number of unemployed in U. S., (2) proportion which unemployed in State bears to total number of unemployed in U. S. in preceding calendar year, (3) lack of appropriate full-time employment in the State, (4) proportion which insured unemployed within State bears to total number of insured employed within the State, (5) average weekly unemployment compensation benefits paid by the State.

Expenditure of all MDTA funds is on a project basis. Proposals for institutional training may originate at the local level from a need recognized by a government agency, civic group, nonprofit organization, or local manpower advisory group. (OJT proposals may have a similar origin, but their funding procedure is different than shown hereafter for MDTA-Institutional.) The funding of individual projects is along the following lines, except for national contracts:

- The local public employment service office verifies training needs for particular occupations and the availability of unemployed or underemployed workers to undertake such training. It consults with the local vocational education agency on the availability of training facilities. Local ES prepares a form (MT-1) to indicate the need for training, and sends it to the State office of the Employment Service.

- The proposal is reviewed at the State level by the State ES, which sends a copy to the State education agency. Discussions take place between interested State government officials.

- The State education agency reviews the project proposal, and selects the local training facility (e.g., vocational school, junior college) that meets Federal training standards and can accomplish the training effectively. The proposal goes to the designated local school for development of a training plan and budget for each course.

- Consultation takes place at the local level between the school and the ES. A training program is developed and sent on to the State education agency.

- The State education agency approves or revises the proposed training curriculum.

- The State ES and education agencies approve, revise, or reject the project proposal. In some circumstances their approval may be final: the States have authority, on administrative order, to approve a project up to $50,000 (or $30,000 for smaller States) if it is within the State's apportionment. However, a number of the States have elected not to approve any projects at the State level and they send all proposals to the regional office.

- The project proposal is reviewed at the regional level by the BES for Labor and OE (BAVLP) for HEW. Project approval at the regional level is final, if the State has not exceeded its allocation.

- Where the State has exceeded its allocation, the project may be funded from the national reserve account, if approved at the Federal level by the Manpower Administrator of the Labor Department, following concurrence by Federal representatives of BES and HEW.

For national contracts, a different procedure governs. Projects are funded from the national reserve account, with the sole approving authority at the national level.

"PROJECT-BY-PROJECT" OR "BLOCK" FUNDING

Without regard to the level at which funding is approved, there are essentially two ways in which projects are funded.

One is the project-by-project basis, where the administering Federal agency must give specific approval to individual projects. Such approval is required for

MDTA, CEP, and the programs deriving from the EOA.[2]

The second way in which projects are funded is the so-called block basis, where the Federal agency is not required to pass on specific projects in local communities. The Federal agencies make grants to the States, after approval of a State Plan which satisfies Federal guidelines. The States disburse funds to the local communities for local operations. This is the procedure for Vocational Education, Vocational Rehabilitation, and ABE. Fund distribution for these programs conforms with the grants procedure traditionally used in education and welfare programs.

HEW administers the three "block" programs mentioned. Another of its programs in the job training group, where administration is shared with Labor, is administered on a project-by-project basis: WEP-Title V.

Proponents of "project" approval assert it assures greater responsiveness to national goals. It has been said that many of the State governments are unable or unwilling to focus on the disadvantaged population, particularly in urban centers, which is the concern of so many of the Federal training programs.

Further, the innovativeness and urgency of the programs have been cited as thwarting the issuance of guidelines which could be precise and constant to the extent required for delegation of approval on a "block" basis.

Critics of "project" approval submit that it fosters delay and red tape, and does not permit the flexibility required at the local level. Additionally, the large question of Federal-State relationships is involved--or Federal-local relationships, to the extent that "block" grants are urged for cities, rather than States.[3]

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[2] Under the EOA Amendments, passed in December 1967, the NYC, Nelson, and Scheuer programs will be included in the comprehensive work and training sequence, without the requirement for project by project approval; approval will be for the combined comprehensive program. This does not affect other EOA programs, like Job Corps, nor does it affect training programs authorized under other legislation.

State administrators, in virtually every instance encountered, maintained that funding through established State departments was the best procedure. A typical expression appears in the State of Missouri Cooperative Area Manpower Plan, on page 3 of its Draft submitted August 1967:

> It is the desire and unanimous opinion of the State Committee that all manpower and related programs, utilizing Federal funds, should be first developed and planned within the State, after appropriate consultation, coordination, and cooperation with established State and local agencies who by their nature could, if adequately financed, carry out the planned program.

FUNDING PERIODS

Funding is for a one-year period in all the training programs, with Congress making appropriations annually. MDTA has greater flexibility, inasmuch as Section 305(d) of the Act provides that "Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated."

For such well-established programs as Vocational Education and Vocational Rehabilitation, the one-year funding does not seem to create operating difficulties.

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[3] The December 1967 EOA Amendments, cited earlier, in effect will make block grants available for the EOA comprehensive work and training program, to a prime sponsor in community program areas. The "community" may be a neighborhood, city, county, or other suitable base with the needed commonality of interest.

Even before Congress approves the annual budget for these programs, the States have a general idea of funds which will be available, based on the President's message and on past experience. The increase or decrease which takes place from year to year may cause some inconvenience, but does not greatly affect State planning even if Congressional approval of the annual budgets is delayed.

For the newer and more controversial programs, the one-year funding period makes operations precarious. They operate on a year-to-year basis, often uncertain whether programs will be continued, and the extent to which the appropriations may curtail activities. The difficulty is compounded by Congressional delays; for example, fiscal 1968 appropriations for MDTA and EOA programs were not approved until almost half-way through the fiscal year.

Under such circumstances, the one-year funding is a major obstacle in planning and operating local projects. When funding is delayed and refunding is uncertain, it is difficult to assemble or retain staff, enrollees, or facilities. Many project administrators complained that they were constantly involved in the funding procedures, and that by the time approval came through they were already working on the application for the next year.

Refunding is also a problem where a project finds that it needs supplementary funding. Sometimes the training plan has been too optimistic, costs may have been underestimated, or other judgments may have been in error. If the initial funding is inadequate, bailing out the project is a very difficult undertaking.

In many local projects funding is approved for less than one year. For example, in MDTA-Inst. the approval is limited to the duration of the course, which may be only a few weeks. For Multi-Skill centers this procedure requires constant paper work and frustrates smooth operations.

MDTA flexibility makes possible the funding of projects for more than one year, but the national administrators have been reluctant to exceed the one-year period. Eighteen-month funding was provided by MDTA for the Ten Cities-OJT-Coupled Program but is ordinarily applied very sparingly.

Plans in the new Ghetto-Aid program call for 15-month contracts between the employer and the Federal government.

A full year's operation, at the State-apportioned level, is not guaranteed by MDTA procedures for State-apportioned funds. For the first three months, agencies are usually operating under a continuing resolution, and few new starts can be made. During the last three months funds are usually frozen so far as regional allocations are concerned, and projects are funded from the national pool; unused State funds are reallocated, and redistributed via national contracts or State contracts subject to national approval.

Although the purpose of the reallocation is to maximize utilization of funds, the reallocation process along with the one-year funding was widely criticized by regional, State, and local administrators. Many of them reported that they were forced to operate on a stop-and-go basis, and that it was almost impossible to plan ahead under such circumstances.

The difficulty is not restricted to MDTA funding. In New York State the Westchester County Department of Public Welfare identified the problem in other programs as well:

> One of the problems with many programs is the uncertainty of funding. There is often a considerable delay or even suspension of programs while new funding is being sought. This has happened in Basic Education, Manpower Training, and in our own Title V project for which approval of the second year's program was not received until after the actual starting date of the project. This can

> create problems in recruiting prospective trainees and causes fear and discouragement.[4]

In Missouri, the funding process drew this comment:

> The universal problem of insufficient funding for complete programming is also true in Missouri... Continuous program services are difficult to achieve as a result of unpredictable approval and funding procedures.[5]

TIME LAGS

For local projects, the delays in funding may arise from the cumbersomeness of the funding procedure, delay in Congressional appropriations, changes in program regulations, reallocation of funds, or other reasons. "Other" may even be shortcomings on the part of the project sponsor, such as inability to complete an application properly.

Although complaints abount funding delays are widespread, information on the extent of delay is fragmentary. The Clark Committee was advised by the Labor Department that in single MDTA projects the time between initiation of the project and its approval was less than four months in 82 percent of the projects.[6]

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[4] County of Westchester, N.Y., Department of Public Welfare, Monthly Report Bulletin, June and July 1967, p. 2.

[5] State of Missouri Cooperative Area Manpower Plan (Draft submitted August 1967), p. 63.

[6] "What is the average and the distribution of time required for the review and funding of MDTA projects?"

"According to a special 1965 study of this question, 'data on single MDTA projects indicate that the time between the initiation of the project (as evidenced by

For MDTA-OJT projects, the Labor Department advised that "contracts under $10,000 are prepared, reviewed and funded in 5 to 7 days; contracts under $100,000--7 to 21 days; contracts over $100,000--30 to 60 days; national contracts--60 to 90 days."[7]

The Greenleigh field studies uncovered great variations in processing time among different programs and even within the same program. Instances were cited of funding delays substantially greater than the usual time intervals reported by the Labor Department.

- *INTERAGENCY PROGRAM ADMINISTRATION*

Contributing to the complexity of the funding procedures is the fact that there are different procedural steps for every program. These involve different levels of government, as already noted, and typically also involve more than one government agency at or within the various levels. Table IX summarizes the steps for the various programs, identifying the agencies involved in a particular program and their roles; the roles, of course, go beyond the funding procedures and relate to administration, monitoring and evaluation as well. Each agency has a functional role which can contribute to the best operation of the program, but each step and

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the MT-1 date) and approval is less than 2 months in a majority of the projects (54 percent), and less than 4 months in slightly over four-fifths of them (82 percent). The time interval between the initiation of multioccupational projects (MT-1 date) and approval date is somewhat similar to the interval experienced in single MDTA projects...'" Examination of the War on Poverty: Staff and Consultants Reports, Vol. II, Prepared for the Subcommittee on Employment, Manpower, and Poverty of the Committee on Labor and Public Welfare, U. S. Senate (GPO: Washington, D.C., August 1967), p. 380.

[7] Ibid., p. 381.

each layer in the administrative structure has potential for delay.

Table X is a diagram of the proposed fund flow pattern for WEP-Title V projects, as of June 30, 1967. Although it looks intricate and cumbersome, it could operate to improve the structure of Title V projects. Greenleigh field analysts encountered only skepticism about the new arrangements. At the local and State levels particularly, the new inter-agency involvements drew sharp criticism frequently.

REGIONAL BOUNDARIES

The administration and coordination of training programs, including their funding, is further complicated by the variations in regional boundaries and in the locations of regional offices among the Federal agencies involved. Table XI summarizes the locations of regional offices and boundaries of jurisdiction for Labor, HEW, OEO, and HUD.

The discrepancy in regional boundaries results in large part from the fact that each agency divides the country into a different number of regions. The Department of Labor has 11 regions for BES and BAT, HEW has 9, OEO has 7.[8] BWP in Labor follows the OEO regions but not always the same headquarters cities.

HUD has six basic regions, one divided into two separate subregions, plus a seventh region exclusively for Puerto Rico and the Virgin Islands. HUD, as noted earlier, does not administer job training programs.

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[8] The OEO Organization Manual (September 1966) on p. M-10 identifies the Special Field Programs Project Office as essentially an eighth regional office, dealing with migrants, Indians, territories and trusts. The Manual elsewhere, on p. 0-4, lists the Virgin Islands and Puerto Rico in Region I, and Guam and trust territories in Region VII.

Its regional structure is discussed here because of the coordinative or related role contemplated for HUD in the Neighborhood Facilities Program.

Taking into consideration the four agencies--Labor, HEW, OEO, and HUD--there are two States and two territories which are located in four substantially different regional groupings and an additional seven States in three substantially different regions, while 20 more States each appear in at least two different regional configurations.

It is not unusual that a would-be sponsor of a training project in a community finds that he must contact agencies in different cities and substantially different regions to get approval of his program. For an MDTA-Institutional project in Minneapolis going through State channels, Minnesota would contact the regional office of HEW in Kansas City (which handles the Midwestern Plains States) for approval of institutional training and would need Department of Labor assent from the BES Chicago office (which is responsible for the Great Lakes complex of States). Programs involving coordination or approval by a larger number of agencies, such as Title V-WEP, would require transactions with a still larger and more widely dispersed group of regional offices.

Further, the diversity in geographic areas served by the Federal agencies complicates administrative relationships within and among agencies. For example, a regional meeting called to discuss a particular program in one region might necessitate calling regional representatives from several different cities concerned with substantially different areas, because of overlapping jurisdictions for a few of the States. For example, a regional meeting to discuss joint programs involving BWP in the Kansas City region might require attendance by (1) a BWP regional representative from Kansas City, (2) BES or BAT regional representatives from Kansas City, Denver, and Seattle, and (3) HEW personnel from Denver and Kansas City.

Chapter IV

THE COORDINATING STRUCTURE

THE EXISTING DISTRIBUTION

Administration of training programs has been consolidated for the most part within three Cabinet-level departments: Labor, HEW, and OEO. The consolidation is largely along functional lines.

Job training programs as such are mainly within Labor's administrative purview, as a result of the delegation of Economic Opportunity Act programs which OEO made to Labor in 1966 and 1967.

Institutional aspects of MDTA programs, and institutional and welfare aspects of WEP-Title V and WIP-Title IV, remain with HEW. Other training programs in HEW are:

1. Entirely institutional, such as Adult Basic Education and Vocational Education. The latter is directed largely toward the in-school population.

2. Not exclusively job training programs. This is true of Vocational Rehabilitation, in which job training is one component of a multifaceted program.

As for OEO, the programs it administers are of a somewhat different genre than the job training programs in Labor and the institutional or welfare programs in HEW:

1. Its programs are targeted very specifically and directly to the most disadvantaged, and to "pockets" of disadvantaged within the poverty population (e.g., Indians, migrants, youth from deprived environments).

2. Its programs are deliberately innovative and experimental (e.g., Job Corps, Adult Basic Education in Community Action).

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3. Most of its programs are not exclusively job training. They are generally broad programs in which job training is only one component. For example, Adult Basic Education and Manpower are part of the widely-based Community Action program. The Migrants program includes housing, youth education, and day care, as well as adult literacy and job training.

There are several agencies other than Labor, HEW, and OEO, which administer training programs in whole or in part, but the basis for their role is quite clearcut:

1. Commerce has a supplementary role in MDTA-RAR and in Five Cities-Ghetto Aid, related to its specially defined interest in economic development.

2. Justice and Interior each has its own long-standing program for its special constituency (Federal prisoners and American Indians, respectively) in which job training is only one component and in some instances a vestigial one.

3. The Veterans Administration will be administering a newly enacted program of aid to veterans, in which (a) job training is only one component, (b) the training aspect apparently consists of purchase of services rather than establishment of programs; (c) the persons it serves are indisputably its special constituents.

In assessing the existing distribution of training programs, the recency of the programs should be noted. The chronology shows that 1962 is the watershed for initiation of the nation's manpower training commitment. But many of the programs have been underway for less than three years, and a goodly number have just started this year. Even within the relatively short period of time since 1962, there has been considerable reshuffling of program administration among the three agencies most directly involved in job training programs.

CONSOLIDATION IN ONE CABINET-LEVEL AGENCY?

Is consolidation in a single agency appropriate and desirable at this time?

One very sharply-worded statement summarizes both the pros and cons of consolidation:

> In an otherwise admirable dissection of the... structure and of the difficulties..., [he] concludes by recommending that federal...authority be consolidated in a single agency. [He] reaches this conclusion after tracing the development of the existent federal and state...structure, and after examining in detail the jurisdictional clashes which have been prominent in recent years among the federal...agencies. He finds, on the basis of his analysis, a...system of 'almost unbelievable complexity,' giving rise 'not only to great confusion,' but also to 'competitive inequalities' - in short, a system which 'works,' but cannot be said to work well.
>
> He attributes virtually all these problems to the existing dispersion of...authority among fifty state agencies and three federal agencies, as well as to the wide variety of statutes which can apply...Accordingly, he recommends 'consolidation...in a single agency...[as] a logical first step toward simplification and improvement...'
>
> It is the thesis of this Article that the present...structure, while far from ideal, is nevertheless essential if the basic public policy goal is to be a competitive and dynamic...system. Although occasional jurisdictional conflicts can be unsettling...the advantages stemming from the present structure far outweigh any inconvenience or impairment of...efficiency which can be directly attributed to that structure.

The statement is quoted not only because it fits the job training situation almost unerringly ("almost unbelievable complexity," "great confusion," "dispersion of authority," "three federal agencies," "occasional jurisdictional conflicts," etc.), but because paradoxically the subject of the statement is not the job-training structure. The subject is the banking system, in a Virginia Law Review article titled "Our Remarkable Banking System," and rebutting an earlier article titled "Our Baffling Banking System."[1]

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[1] Carter H. Golembe (formerly Deputy Manager of The American Bankers Association), "Our Remarkable Banking System," Virginia Law Review, Vol. 53, No. 5, 1967, p. 1091:

"In an otherwise admirable dissection of the federal bank regulatory structure and of the difficulties besetting bank supervision today, Howard H. Hackley, General Counsel of the Board of Governors of the Federal Reserve System, concludes by recommending that federal regulatory authority be consolidated in a single agency. Mr. Hackley reaches this conclusion after tracing the development of the existent federal and state regulatory structure, and after examining in detail the jurisdictional clashes which have been prominent in recent years among the federal banking agencies. He finds, on the basis of his analysis, a banking system of 'almost unbelievable complexity,' giving rise 'not only to great confusion,' but also to 'competitive inequalities' - in short, a system which 'works,' but cannot be said to work well.

"He attributes virtually all these problems to the existing dispersion of bank regulatory authority among fifty state agencies and three federal agencies, as well as to the wide variety of statutes which can apply to banks, depending on whether they have state or federal charters. Accordingly, he recommends 'consolidation of federal bank supervisory functions in a single agency...[as] a logical first step toward simplification and improvement of our banking system.'

"It is the thesis of this Article that the present regulatory structure, while far from ideal, is nevertheless essential if the basic public policy goal is to be a competitive and dynamic commercial banking system. Although occasional jurisdictional conflicts can be unsettling to banks, and particularly to regulators, the advantages stemming from the present structure far outweigh any inconvenience or impairment of banking efficiency which can be directly attributed to that structure."

Some perspective on the administration of job training programs may be provided by this reminder that the absence of single-agency consolidation is not unique to job training programs. Administration is not neatly centralized in other important areas of government, many of which involve activities of much longer standing than job training.

DRAWBACKS

Viewed in connection with all the administrative problems which afflict job training programs, the prescription does not seem to be a single agency now. The direction of administrative change is towards consolidation. But assigning at one stroke the administration of all training programs to one Cabinet-level agency, newly-formed or existing, is unfortunately too simplistic an approach to the very complicated job training situation.

In the first place, total consolidation would take away the real advantages which adhere to the present multi-agency administration. Awkward as it is, and urgently needing changes short of complete consolidation, the present distribution of program administration does utilize the special expertise of Labor in manpower, HEW in education and welfare, and OEO in the explosive problems of poverty and social disadvantage.

Some of the awkwardness may diminish after a little more administrative experience with very new situations.[2/] Some of the changes may be facilitated by encouraging the delegation of programs, rather than by stripping them

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[2/] Since many of the administrative arrangements have been in effect for only a few months, it is apropos to note a comment by Harold Howe 2d, the U. S. Commissioner of Education, in a somewhat analogous situation. When a Senator asked him why some of the Federal school programs had not yet helped to prevent urban crises, the Commissioner said, "We mustn't act like the man who planted a tree and pulls it up by roots every week to see how it's growing." (New York Times, November 9, 1967.)

away.[3] Some changes should be instituted as soon as possible, along the lines discussed elsewhere in this report, i.e., improving present interagency arrangements, developing a comprehensive national manpower policy, and incorporating programming and funding of any new programs into the existing administrative framework.

Another shortcoming of total consolidation now is that in itself it will create new problems. At best, consolidation would have its own share of awkwardness and confusion in disrupting established administrative lines and developing new administrative arrangements. And it is likely that total consolidation might produce relationships as complicated and unsatisfactory as the existing ones.

The major shortcoming of the single-agency prescription is that it could not by itself dissolve the many grave problems which require solution. The problems arise from many specific causes. They are not attributable to the single circumstance that several Cabinet-level departments are involved in program administration, and would persist even in a single Cabinet department unless specific remedies were invoked. Such specifics extend to improvements in program coordination, linkages, program operating levels, funding, communications, evaluation, staffing, and regional boundaries.

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[3] The Clark Committee recommended no change in the use of delegation powers contained in the present Economic Opportunity Act. It noted that the Director of OEO had delegated six of the original ten programs to other Federal agencies, had delegated three new manpower programs added in 1967 to the Department of Labor, and redelegated the Neighborhood Youth Corps. "One of the reasons the committee is opposed to the statutory transfer of programs from OEO to other agencies is that the delegation route offers a much higher potential for establishing an effective system of coordination." Economic Opportunity Amendments of 1967: Report of the Committee on Labor and Public Welfare, U. S Senate, on S.2388 (U. S. Government Printing Office, Sept. 12, 1967), p. 7.

INTERAGENCY RELATIONSHIPS

There are many informal interagency working relationships, and a plethora of interagency committees on manpower. Nine are listed in Table XII, Interagency Committees on Manpower. They have different origins, separate functions, and varying levels of activity. The major committees seem to be the less active ones.

PRESIDENT'S COMMITTEE ON MANPOWER

PCOM is a high-level committee, comprised of Cabinet members, chaired by the Secretary of Labor. By Executive Order, and by statute, it is charged with the major policy and coordination responsibilities in manpower programs.

PCOM's most recent activity was in 1966, when it dispatched three-man teams to thirty major metropolitan centers to report on coordination of manpower programs at the local level, and assist local manpower groups in efficient utilization of resources available to the community under Federal legislation. Each team consisted of a Labor, HEW, and OEO representative.

The PCOM team reports were voluminous and revealing. They disclosed widespread confusion and fragmentation in local areas, and numerous administrative problems in implementing manpower programs from the national to the local level. The reports spurred the Labor Department to develop the Manpower Administration Regional Organization and the Concentrated Employment Program. (Both are discussed later in this report.)

ECONOMIC OPPORTUNITY COUNCIL

The Council is a high-level committee, composed of Cabinet members and chaired by the Director of OEO. It has statutory responsibility for the coordination of antipoverty efforts throughout the government.

The Council met fairly frequently in 1965 and 1966. It has met during 1967, with alternates generally serving for the Secretaries. It has been concerned with functional problems in particular agencies, and with improving information on program availability. The widely used Catalog of Federal Assistance Programs, and the tab runs of State programs, are products of the Committee's initiative.

OEO's dominance in overall coordination is merely titular. OEO has been too beleaguered, too preoccupied with its own survival, to fulfill its broad charge for coordinating all agencies' activities in the war against poverty.

COOPERATIVE AREA MANPOWER PLANNING SYSTEM

CAMPS brings together all agencies involved in Federal manpower programs for the purpose of coordinating plans for manpower and related programs on a voluntary basis. "Plans" and "voluntary" are the two crucial words.

CAMPS is not directly involved in administering programs or enforcing program linkages across agency lines. (Nor is anyone else.) However, CAMPS' planning function--if properly carried out--can greatly expedite program linkages.

It is not yet clear whether CAMPS' voluntarism will seriously impede its operations. In fact, it is too early to assess CAMPS except in provisional terms. CAMPS is just getting off the ground. Most of the State plans were approved by the end of August 1967, but some came in after that date.

CAMPS entails a massive effort, reaching into 68 areas in 50 States and four jurisdictions. A total of 133 committees participated in the CAMPS planning for fiscal 1968. Plans were developed at the area level, and then incorporated in the plans developed at the State level. Area plans were reviewed at the State level, and State plans were reviewed at the regional and Federal level.

The requirements to get CAMPS under way are formidable. Consider what occurred in just one of the 50 States: California. Its State Plan was transmitted to the

Regional Coordinating Committee on June 27, 1967, by dint of massive effort. To get the CAMPS planning process under way in California, it was necessary to:

> "1. Organize the State Committee and 7 Area Committees, including election of chairmen, appointment of executive secretaries and designation of over 162 members by participating agencies with appropriate instructions to each member as to their duties and responsibilities.
>
> 2. Conduct training sessions of Area Committee Chairmen and Executive Secretaries and certain other members as to their duties and responsibilities.
>
> 3. Provide for continuous technical assistance and flow of communications and instructions between Area, State and Regional Committees.
>
> 4. Develop techniques and devices for data gathering and analysis to feed into the planning system information on over 100 separate manpower programs generated by some 50 statutes.
>
> 5. Provide for involvement of some 38 CAP Directors from other than CAMPS Areas in the planning process including data collection, analysis, etc.
>
> "Impediments to the planning process caused by delays in release of instructions, lack of lead time and diffusion and uncertainty of leadership at the Regional level were balanced by strong support and encouragement of the CAMPS process by the State Administration."[4]

Despite all the difficulties, the California State Committee felt the CAMPS approach was "sound," and hoped that it would be "continued and improved."[5]

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[4] From letter dated June 27, 1967 to the Regional Coordinating Committee. Cooperative Area Manpower Planning System, San Francisco, California (M. E. Skinner, Chairman), from Paul W. Little, Chairman, California State Coordinating Committee.

AD HOC TASK FORCES

The extent to which recommendations of the various task forces have been implemented is not known. There are apparently many which are not implemented.

In the past, task forces have studied such features in training programs as the reporting requirements, e.g.,

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[5] Its recommendations, prompted by the "proliferation of agencies in the manpower development field with attendant problems of interagency overlap, duplication and competition," were:

"1. The CAMPS process and approach should be continued.

2. The timetable for FY 1969 planning should be set no later than September 1, 1967, with the planning to begin immediately thereafter.

3. Budget estimates and fiscal guidelines should be released no later than January 1, 1968.

4. A small, but representative consulting group of State Chairmen, should be immediately convened to advise OMPER on means to improve and strengthen the CAMPS process.

5. Signator Agencies to the CAMPS process should give immediate attention to the 'unmet needs' portion of the State and Area Plans and take action to bring these needs before the Congress so that FY 1969 planning will have the fullest possible legislative support.

6. FY 1969 Plans should be submitted by June 15, 1968, and review and approvals for funding completed by July 1, 1968."

(From The California Cooperative Manpower Plan for Fiscal Year 1968, June 27, 1967, p. 7.)

"The Adequacy of Manpower Program Data Reporting Systems: Report of a Task Force of the President's Committee on Manpower."

One very recent task force is the Manpower Systems Improvement Team, which has been studying the procedures for funding local projects, and developing recommendations for changes which would shorten approval time. Their recommendations were due the end of September 1967.

JOINT ADMINISTRATIVE TASK FORCE

This group consists of the Assistant Secretaries for Administration from Commerce, HEW, HUD, Labor, and OEO. They meet fairly frequently, and generally report their recommendations to the White House. There has been some implementation of their recommendations, e.g., the enlargement of funding authority at the regional level for Bureau of Works Programs.

MANPOWER ADMINISTRATION REGIONAL ORGANIZATION

This is not listed in Table XII, Interagency Committees on Manpower, because it is within the Labor Department. It is, however, mentioned here because Labor's Manpower Administration Regional Organization addresses itself to the interagency coordination problem in certain respects.[6/]

[6/] Other coordinating procedures within Labor's Manpower Administration are addressed to intra-agency coordination:

a) The Manpower Administrator's Executive Staff consists of all Bureau Chiefs and Assistant Manpower Administrators. They meet once a week, and assist the Manpower Administrator in all problems, including coordination.

b) Ad hoc interbureau task forces are designated, when required, to deal with specific problems. For example, development of the Bureau of Works Programs was preceded by a special task force.

c) Coordinating Committee on Manpower Research is chaired by the Associate Manpower Administrator and is

It also discloses more fully the administrative infrastructure, within Departments as well as among Departments.

The Organization is in the process of being developed. Regional Manpower Administrators will be appointed in seven regions, reporting to the Manpower Administrator through the Deputy Manpower Administrator. Their functions will include:

1. Authority and responsibility for seeing that manpower programs and activities, which interrelate and cut across more than a single bureau's programs, are carried out.

2. Promoting cooperation with other agencies (Federal, State, local).

3. Supervising the Concentrated Employment Program.

4. Serving as Chairman of Regional Coordinating Committee for implementing CAMPS.

5. Serving as focal point for contacts with governors, mayors, and public groups within the region.

The purpose of the Manpower Administration Regional Organization is "to achieve more effective administration of Manpower Administration programs, to improve coordination of all federally sponsored manpower related activities at the National, State and local level, to improve communications with State and local officials and with the public, and to provide at the regional level over-all leadership for all Manpower Administration programs."[7]

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composed of one representative each, at the policy level, of all bureaus and offices in Labor having responsibility or interest in manpower research, and a representative from the Office of the Assistant Secretary for Administration and the Office of Policy Planning and Research.

[7] U. S. Department of Labor, "Manpower Administration Order on Improving Field Administration of Manpower Programs." Draft document, undated.

The Regional Administrators will not have line authority. If there are differences among Bureaus, the Administrators could attempt to resolve the differences but would lack decisive authority. An Administrator could function as more than a mediator, but not as an arbitrator.

Similarly, the Administrators will be limited in working with local communities to develop coordinated city-wide programs. They may be able to coordinate programs to the extent that Federal agencies are involved, but may not be able to overcome problems arising from non-Federal agencies (e.g., State Apprenticeship Divisions, State Educational Departments, etc.).

The seven regions conform with OEO regions and Labor's BWP regions, except for three States: Idaho, Kentucky, Louisiana.

When the Manpower Administration Regional Organization is fully operative, the role of the Manpower Administration Regional Executive Committees (MAREC) will be somewhat changed. MAREC was established January 12, 1967 in 11 regional office cities (the same 11 cities which serve for BAT and BES), as a field counterpart of the Manpower Administration's Executive Staff.

Its functions include program coordination, problem-solving, apprising field officials of each other's programs, developing effective liaison with other agencies and organizations involved in manpower programs. One function of MAREC is to "investigate and mediate criticisms and complaints on manpower program activities" but this "does not include involvement in internal relationships between a bureau and its affiliated State agencies or private organizations under contract to the bureau."[8]

The membership of MAREC consists of the Regional Administrator of BES, and the Regional Director of BAT and

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[8] "Establishment of Manpower Administration Regional Executive Committees," Manpower Administration Notice No. 2-67, January 12, 1967.

NYC. They meet on call of the Chairman, and at least every two weeks.

With the establishment of the Manpower Administration Regional Organization MAREC presumably becomes a committee chaired by the Regional Manpower Administrator, in the seven regions stipulated for the Manpower Administration Regional Organization.

REQUIREMENTS FOR COORDINATION

It is illusory to expect that an interagency coordinating structure, no matter how revitalized, can overcome fundamental defects in the complex of job training programs. The administrators can not appropriate the additional funds required for a significant investment in human resources. Nor can they amend the statutes which impose separatism on many of the programs' aspects.

Nevertheless, within the limits that existing legislation has created, the interagency structure must exert a coordinating role. There is an overriding need for:

1. An articulation of manpower policy, goals, priorities. This could come appropriately from the President's Committee on Manpower, or a task force designated by it.

2. A constant exchange of information within the government--among bureaus, departments, agencies, etc.--of program activities and procedures, geared to coordination. The exchange could appropriately be effected by the Economic Opportunity Council and/or CAMPS, or working subcommittees thereof. But, the information exchange ought to be shored up by decision making at a high enough level to overcome significant breaches of coordination.

3. A dependable flow of information to the field--the States and local communities--on the availability of programs and the requirements for establishing local projects. Generalized information in printed form is abundantly available, i.e., OEO's Catalog, various agencies' leaflets and brochures on individual programs, etc. What is lacking is direct and specific information in the

form of authoritative interpretation and direction. Prototypes for what is needed are the roles exerted by the three-man PCOM teams, or by the Manpower Administrator's representatives assigned to local communities to implement CEP, or the "one-stop" service contemplated in the Five-Cities (Ghetto-Aid) program. Until and unless the job training complex is simplified to the point where laymen can confidently file applications and make plans, the "insiders" in the Federal establishments should be serving as expediters and "trouble-shooters." The urgent need for such a service was conveyed over and over again to Greenleigh field analysts by local officials and community representatives who were baffled and frustrated by the diverse requirements of the different programs.

4. A meticulous concentration on the sticky problems which do not have statutory provenance. The most pressing of these problems, as revealed in the Greenleigh study, are:

- Streamlining of funding procedures. This is within the capability of the interagency committees.
- Delegating decision making below the Federal level, to the extent feasible. Some progress has been made in this direction, e.g., MDTA-OJT contracts for projects up to $100,000 (within the State's apportionment) can be approved at the regional level. Considering the greater latitude in other programs (e.g., NYC contracts for projects up to $500,000 can be approved at the regional level), it ought to be possible to make further delegations which would speed procedures. This type of problem can be dealt with by the Labor-HEW Coordinating Committee and/or by Labor's Manpower Administration Regional Organization and any counterparts in HEW and OEO.
- Making the hard decisions to remedy duplication within an individual program. On-the-job training presents the most glaring area of duplication of program activity. The truly difficult judgment is where healthy competition ends and needless duplication begins. At the local level there are

competing agencies in the job development field, including those with statutory charters, e.g., the Bureau of Apprenticeship Training and State Apprenticeship agencies (in 13 States, one of which is California with its Division of Apprenticeship Standards). Other agencies, such as the Urban League or OIC, focus upon job development for particular clientele. Others, like the Mayor's Manpower Commission in Oakland, relate to a political entity. This is a problem which should be given high priority by the Manpower Administrator, utilizing whatever committee assistance is most appropriate.

- Developing regular evaluation procedures which can be utilized for gauging progress and identifying shortcomings. Greenleigh analysts found general recognition, at every level, of the inadequacy of program evaluation. Even in local communities, project administrators were urging that their programs be evaluated for an understanding of the results attained and the changes which should be made. Intra-agency committees, and/or one of the interagency committees (Joint Administrative Task Force, ad hoc task force, etc.) can rise to this need, given the necessary fiscal support.

NEW PROGRAMS

Table XIII provides a summary of the type of programs, and the kind of target populations, within the existing legislative authorization. The sweep is very extensive, although the level of programming is very limited. (The universe of needs is discussed later in this report.)

Neither the extensive authorization nor the extant proliferation of programs precludes creation of new ones, with additional features or other targets. New programs may emerge from Executive initiative (e.g., the President's announcement of the Five Cities Ghetto-Aid Program). They can come from administrative decision (e.g., CEP, SER). They may be authorized by new legislation. For example, the Clark Committee recommended the Emergency

Employment Act of 1967; both the Senate and House Labor Committees recommended Project FIND for elderly persons. (See Table XXVI Economic Opportunity Amendments of 1967, S.2388: Recommendations in the Report from the Senate Committee on Labor and Public Welfare and the Report from the House Committee on Education and Labor.)

When new programs are launched, should new administrative structures be established? The answer has to be "No," except under the most compelling circumstances. Secretary Wirtz testified on this issue on August 29, 1967:[9]

> ...if the question is whether there should be another large scale new system--separate and apart from the present system--to meet the work and training needs of those 'on welfare,' the answer is that this would reduce any future suggestion of 'coordination' and efficiency to utter hypocrisy.

Again, on September 19, 1967, Secretary Wirtz responded to the same issue:[10]

> The short but necessary response...is that it is likely, almost to the point of certainty, that the legislative establishment of still another work and service program, to be administered through still another set of agreements between Federal and State agencies, would result in a considerable duplication of effort and possibly in more wasted than forward motion.

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[9] Statement of W. Willard Wirtz, Secretary of Labor, before the Senate Finance Committee on Community Work and Training Provisions of the Social Security Amendments of 1967, H.R. 12080.

[10] Statement of W. Willard Wirtz, Secretary of Labor, before the Special Subcommittee on Aging, Senate Committee on Labor and Public Welfare, on S.276, to establish a Community Service Corps for older Americans.

No day passes, nor has passed in the last year or so, without criticism of the complexity and the lack of coordination of the national manpower program...

Most of this criticism proceeds from facts that are twelve months old and have been substantially rectified in the meantime. This has been a period of unprecedented social invention and of unparalled governmental response to human needs which went too long unnoticed or unattended. It has been a period of awkwardness in the use of new tools by a government--or network of governments--which deliberately places a premium on separation and distribution of functions and powers and responsibility; and then criticizes itself freely for its inefficiency.

...The Congress is presently considering two sets of Administration proposals... which include, among other things, improvements in this structure which reflect the lessons of experience in administering these programs.

Under these circumstances, adding another new work and service program by legislative prescription appears unwise, I suggest respectfully, unless it is necessary to permit the achievement of a purpose of primary importance which cannot be approached within the already established pattern of statutory authorization.

...Having discussed this matter with Secretary Gardner, I propose the immediate establishment of the type of program proposed... by joint action of the Department of Health, Education and Welfare and the Department of Labor within present statutory authorization, within the existing administrative structure...

...This will preclude the necessity of setting up a new line of Federal-State programming and

> **financing which would further complicate a pattern already subject to severe criticism for its complexity.**

From our investigation of the complexity of the administrative structure of federally funded training programs, it is clear that Secretary Wirtz's position is well founded.

Chapter V

DIMENSIONS OF NEED

NEEDS AND RESOURCES

Table XIV provides a look at job training programs by target population, and contrasts the estimated number of enrollees with the estimated number of eligibles. There is a great disparity between the number of persons being served by job training programs and the number who need such programs.

The measure of the disparity is suggested by Table XIV, but any overall figure is necessarily very rough:

- The number of enrollees is an optimum figure, based on fiscal 1968 goals keyed to the funding levels proposed in the President's Budget.

- The number of eligibles is estimated from varied sources, based on different time periods and assumptions. In view of the low visibility of disadvantaged groups, it is likely that the number of "eligibles" is underestimated.

- It is very difficult to calculate a nonduplicating universe because of overlaps in target population and in eligibles.

The most gross estimate indicates that less than 10 percent of persons needing the job training programs can be enrolled in them. In view of the caveats noted earlier, 10 percent is an inflated figure.

Certainly for particular subgroups (slum dwellers, migrants, welfare recipients, deprived youth, etc.) the needs vastly exceed the available resources. In individual States, cities, and neighborhoods, the numbers reached are much less than 10 percent very frequently. This is clear in Chapters VI-VIII which include summary accounts of needs and resources in Oakland and Fresno, St. Louis and Springfield, and six additional cities.

National and State data do not make clear how inadequate are the resources at the local level. The California CAMPS State Plan makes this vivid:

> ...In the San Francisco report it is estimated that only about 10% of the 61,764 opportunities apply directly to the disadvantaged.
>
> ...In the San Francisco slum districts known as Fillmore and Mission...the unemployment rate was 11 percent...the unemployment rate for teenagers was 35.7 percent...
>
> ...13 percent of the labor force in the Oakland slum areas were jobless...the unemployment rate for teenagers was 41 percent...24 percent of the slum families reported annual incomes under $3,000...
>
> Figures from these slum area surveys point out that there is a job problem in the cities which is not apparent from Statewide or national labor force data. The residents of slums have failed to participate in the country's economic growth...The unemployment problem in the slums arises from lack of needed education and training, lack of job opportunity due to discrimination by reason of race, creed, color or point of national origin, poor attitude and low motivation and lack of skills...
>
> ...the numbers involved in [the less populated] areas are not as great as in the CAMPS Areas [urban areas], the problems of misery and deprivation are just as intense.
>
> ...The entire California apportionment for classroom type training...could be utilized productively in Skill Centers alone in the Los Angeles and Oakland CAMPS Areas.

> ...every effort is made to distribute the available funds geographically throughout the State. As a result, skill training at levels proposed...will not: 1) fully meet the needs of the disadvantaged who are motivated to take training; 2) meet the growing manpower requirements of California's burgeoning economy."[1]

The woefully inadequate program funding inevitably complicates the administrative problems in the job training complex. Higher levels of funding would not solve all the administrative problems, but would certainly diminish them. For example, Greenleigh analysts were privy to many complaints at the State and local levels that reapportionment of MDTA funds at the national level thwarted local planning. More adequate funding for MDTA overall would lessen the competition between national and local levels for MDTA funds.

In any event, program administration is responsible for the best utilization of even meagre resources. But there is no administrative magic which can fill in the gaping holes in the nation's commitment of funds for manpower improvement.

PROGRAM ACTIVITY

STATISTICS

The program data in Table XIV relate to fiscal 1968 goals of programs grouped somewhat broadly. The Committee has also been interested in program-by-program activity, currently and since the inception of the program. In putting together a section on program statistics, information was sought for each program on:

- Total funds expended and total persons served, since inception of the program.

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[1] The California Cooperative Manpower Plan for Fiscal Year 1968 (June 27, 1967).

- Characteristics of the persons served.

- Program achievements, expecially job placements.

- Current level of operations.

- Program costs.

For programs just getting underway there are, of course, no program statistics at this time. This applies to three programs (Concentrated Employment Program, Training Allowances and/or Programs for Veterans, Ghetto Aid).

For another three programs (Apprenticeship, Indian Training-Interior Department, Federal Prisoners-Justice Department), statistics were not sought and the extent to which they might be available is not known. The apprenticeship program, as noted earlier, encourages programs but does not fund any. The Interior and Justice programs are on the fringes of the training spectrum, and time constraints precluded studying them in the detail applied to the major programs administered by HEW, Labor, and OEO.

There is another group of programs which can not be readily differentiated in the program statistics. E&D programs, for example, are not generally reported separately.

With the exceptions noted, statistics for the individual programs are presented in Tables 1-45. They represent the most recent statistics available, and conform to the extent possible with the areas of information sought. The absence of any item (e.g., program costs) for any particular program reflects the unavailability of such information.

It should be noted that the program statistics are set forth as background data, to indicate the magnitudes of program operations, and provide some detail on program facets of particular interest. It is not possible to aggregate all the data for all the programs in convenient summary tables. Differences in program characteristics, reporting methods, and time periods preclude aggregation. Neither is it appropriate to use the data for interprogram comparisons, except in the broadest and most rudimentary fashion.

To the extent feasible, the program statistics have been used as resource data for the summary tables cited earlier.[2] These identify program characteristics and present various groupings.

Additionally, the program statistics can provide the quantitative information useful to the Committee in reviewing individual programs.

EVALUATION

The Committee has asked whether the various programs are fulfilling their objectives and serving the populations which are their targets. A complete answer to these very difficult questions requires the kind of comprehensive evaluation which is beyond the scope of this administrative study. Nor can full answers be derived from the evaluation procedures and reports which the individual agencies and programs maintain or commission. It is widely recognized that these are neither extensive nor adequate.

Observations on program activities have been included in the field studies and reported to the Committee. They provide valuable information and insights, but do not constitute full program evaluations.

The Committee may find useful the evaluation of Economic Opportunity programs issued in September 1967 by the Senate Committee on Labor and Public Welfare (popularly known as the Clark Committee):

> On February 20, 1967, the Senate authorized the Committee on Labor and Public Welfare to undertake a thorough examination of the war on poverty. Acting under this mandate, the Subcommittee on Employment, Manpower, and Poverty embarked upon an intensive study of the Economic Opportunity Act and related programs.

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[2] For example, Tables I, II, VI, XIII, XIV.

> The subcommittee has conducted 33 days of public hearings in Washington and around the country, heard 401 witnesses in 144 hours of testimony, made 11 inspection trips in the field, received and considered 18 staff reports and 15 consultant reports, and held seven meetings in executive sessions. The hearings took the subcommittee to Massachusetts, Rhode Island, New York, Pennsylvania, Illinois, Wisconsin, Mississippi, New Mexico, and California as well as the District of Columbia. Consultants retained in each of the seven administrative regions of the Office of Economic Opportunity conducted case studies of 35 community action programs and seven State technical assistance agencies, involving a sample of programs in 26 States and the District of Columbia and including interviews with more than 1,000 persons. Six other consultants wrote special studies for the committee, with particular concentration on statistical analyses of manpower programs. The product of the subcommittee's efforts is contained in 18 volumes of hearings and 8 volumes of consultant and staff reports.[3]

Table XV summarizes the Clark Committee's evaluation of 11 programs (all of which are included in the CATP list), with reference to whether the programs are reaching the intended target population. The Clark Committee's judgment was favorable on the whole, although for many programs it offered recommendations to strengthen them and remedy shortcomings.

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[3] Report of the Committee on Labor and Public Welfare, U. S. Senate on S.2388, To Provide an Improved Economic Opportunity Act, To Authorize Funds for the Continued Operation of Economic Opportunity Programs, To Authorize an Emergency Employment Act, And for Other Purposes (Washington: September 12, 1967), pp. 1-2.

Chapter VI

TRAINING PROGRAMS IN OAKLAND AND FRESNO

OAKLAND

BACKGROUND

The city of Oakland, with a population of about 390,000 is a core city in a larger East Bay metropolitan area with about 1.5 million residents. Oakland has long been the industrial heart of the San Francisco Bay area. However, by the early 1960's the city had begun to lose industry at a serious rate. In late 1963 Oakland was designated an area of persistent unemployment by the U. S. Department of Labor. In August 1966 Oakland's unemployment rate was 7.9 percent, more than one and one-half times the national average. Economic projections indicate that future growth in jobs will be primarily outside the city, in the surrounding Alameda County.

The labor force of Oakland is presently characterized by large numbers of persons competing for a limited and declining number of low-skill jobs, while there is continual unmet demand for workers in the clerical, technical, and skilled occupations. Both the need for higher skills, and the need to commute outside the city to work, cause problems for the large numbers of disadvantaged and hard-core unemployed in Oakland's slums.

These slums are concentrated in four contiguous areas on the periphery of the city, the flatlands near the Bay and Oakland Estuary; they are commonly called Bayside. More than 142,000 people, about 40 percent of Oakland's population, live in these four poverty neighborhoods. Bayside, whose residents include most of the Negro and Mexican-Americans in Oakland, is an area of concentrated poverty, unemployment, and other disadvantages. It is the primary target of manpower and poverty programs in Oakland. The extent of need in this target area can be seen from the following profile.

The unemployment rate in Bayside is about 13 percent, almost quadruple the national average. If other factors of serious underemployment, low-wage employment, and people who have given up trying to find work are taken into consideration, the sub-employment rate for the area is at least 30 percent.[1] For teenagers the unemployment rate is 41 percent. This is especially serious since the Bayside population is a very young one; 42.3 percent of the residents were under 20 years of age in late 1966.

About one-fourth of Bayside's families reported annual incomes under $3,000. The area accounts for 85 percent of the city's AFDC caseload and 94 percent of the General Assistance caseload.

Sixty percent of Bayside residents are Negroes, ten percent are Mexican-Americans. Unemployment rates for these minority groups are still higher than the area's average. The jobless rate for Negroes living in the ghettos in 1966 was 16.1 percent for men, 20.2 percent for women.

Educational handicaps were also severe. Thirty-five percent of the adult population, age 25 and over, had no more than an elementary education. Nearly sixty percent had not completed high school.

While the percentages of sub-employment are extremely high, it has been emphasized by the Department of Labor that the absolute numbers involved are not so large and that the problem is of manageable proportions.

In absolute numbers, Oakland CAMPS has estimated that there are about 32,000 residents in need of manpower services, many needing multiple services. This 32,000 seems to be a very conservative figure; it does not include all in-school poor youth and many others outside the labor force. However, CAMPS estimated that resources available in fiscal 1968 would meet only 10 to 15 percent of this need.

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[1] U. S. Department of Labor, "Sub-Employment in the Slums of Oakland", based on a household survey conducted by the University of California at Berkeley in the spring and summer of 1966.

Relative to the total manpower training resources nationally, a not insignificant amount of funds and efforts have been allocated to Oakland. And the absolute amount of resources allocated for training programs in Oakland is not inconsiderable.

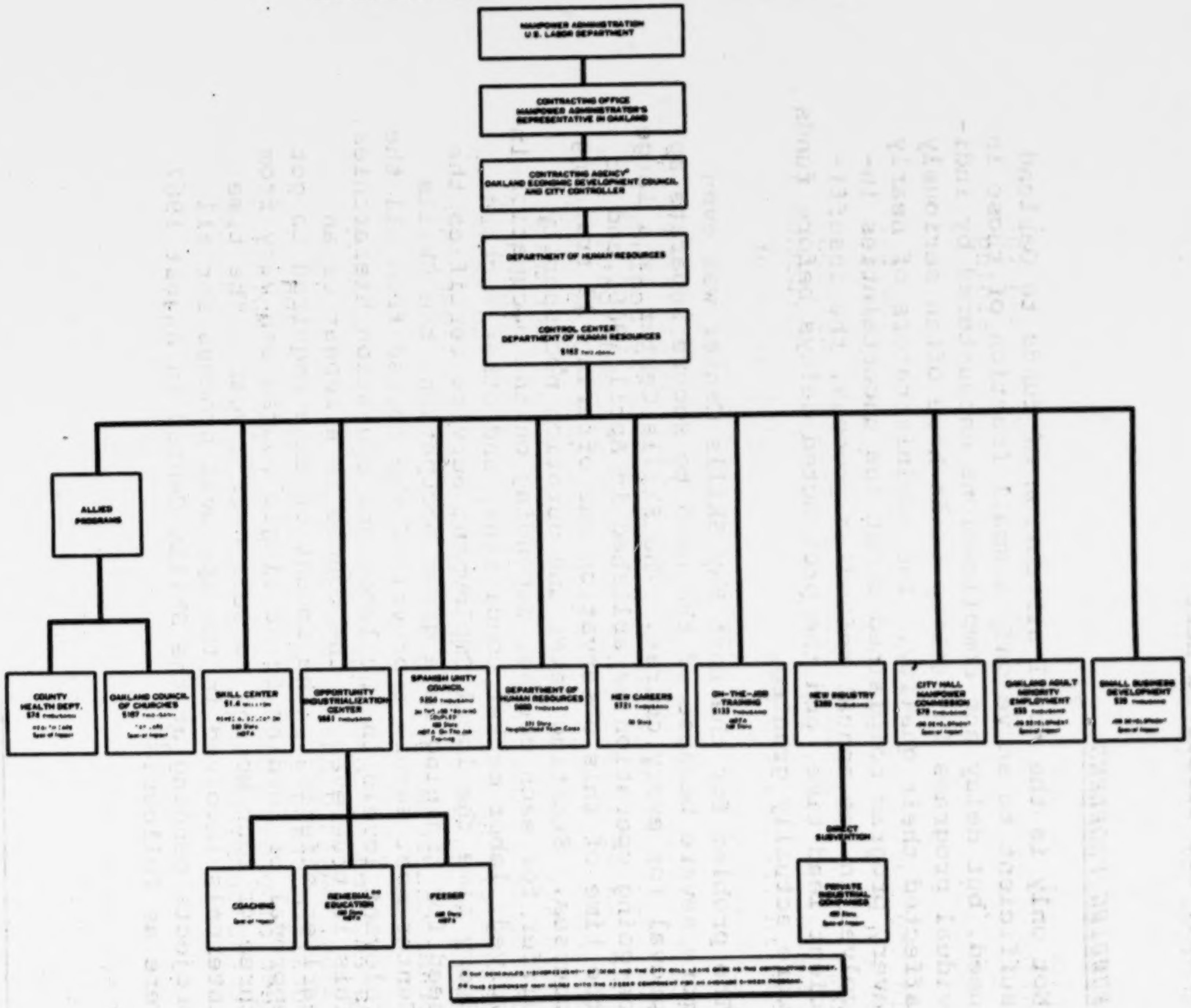
In the Spring of 1967 Oakland was one of the first 19 cities to be designated for a Concentrated Employment Program, involving some $4.6 million in Federal funding. Chart (p.71) shows the structure of the CEP in Oakland and the proposed distribution of its resources among component programs.

Additionally, Oakland has had a large multi-skill center for institutional MDTA training since the beginning of 1966, as well as a number of Neighborhood Youth Corps programs, CAP, and community work experience programs. Table XVI summarizes manpower training programs in existence in Oakland during August 1967. The parameters of the programs are set forth in the table, in terms of duration, funds, number of enrollees, and other characteristics.

As an area of persistent unemployment and economic decline, Oakland has also been granted funds under the Public Works and Economic Development Act and under the Redevelopment Area Residents provision of MDTA. Much of the promised monies had not come through at the time of the field studies, and was being referred to ruefully as "phantom money" by many Oakland administrators.

There is no dearth of agencies or programs concerned with Oakland's manpower problems. The city has also been cited by the Department of Housing and Urban Development for its accomplishments in coordination of manpower programs. The profusion of agencies and programs, combined with the area's critical needs and inadequate resources, contribute to the need for still better coordination and more rationalized administration among the city's training programs.

CONCENTRATED EMPLOYMENT PROGRAM, OAKLAND, CALIFORNIA:
DISTRIBUTION OF 2,415 SLOTS AND FEDERAL FUNDS TOTALING $4.6 MILLION


MANPOWER ADMINISTRATION
U.S. LABOR DEPARTMENT
CONTRACTING OFFICE
MANPOWER ADMINISTRATOR'S
REPRESENTATIVE IN OAKLAND
CONTRACTING AGENCY*
OAKLAND ECONOMIC DEVELOPMENT COUNCIL
AND CITY CONTROLLER
DEPARTMENT OF HUMAN RESOURCES
CONTROL CENTER
DEPARTMENT OF HUMAN RESOURCES
ALLIED PROGRAMS
COUNTY HEALTH DEPT.
OAKLAND COUNCIL OF CHURCHES
SKILL CENTER
$1.4 MILLION
OPPORTUNITY INDUSTRIALIZATION CENTER
SPANISH UNITY COUNCIL
DEPARTMENT OF HUMAN RESOURCES
NEW CAREERS
ON-THE-JOB TRAINING
NEW INDUSTRY
CITY HALL MANPOWER COMMISSION
OAKLAND ADULT MINORITY EMPLOYMENT
SMALL BUSINESS DEVELOPMENT
COACHING
REMEDIAL** EDUCATION
FEEDER
DIRECT SUBVENTION
PRIVATE INDUSTRIAL COMPANIES

The most pervasive administrative problems, illustrated with reference to projects surveyed by Greenleigh field staff, are discussed here.

FUNDING PROBLEMS

Not only is the total allocation of funds to Oakland sufficient to serve only a small fraction of those in need, but delay and complications encountered by individual programs in seeking funds have often seriously affected their quality. The administrators of nearly every program complained about the uncertainties involved in the annual refunding process, the insufficient lead time, and the protracted delays before funds were actually granted.

The problem for the East Bay Skills Center was even more severe because of the need to secure separate approval for every course. The Skills Center is a large, on-going operation established in April 1966, and at the time of this observation was offering 32 training courses. Starting dates and duration necessarily differ for each course, depending on the occupation involved, labor market conditions, and other factors. Every time the local Employment Service certifies the need for training in a given occupation, the Skills Center must secure approval of the course from all the relevant levels in the labor and education hierarchies. This is true even if the course is a repeat of an earlier offering. The amount of time required to get approval of funding for a single course can vary from three or four months to well over a year. The time intervals involved in the approval process for all projects pending at the Skills Center in August 1967 were as follows:2/

2/"Monthly Status of Training Proposals" for Local Offices 507, 568, 432, 032, 034 of California State Employment Service, August 1967.

Advisory Council Approved MT-1	*State ES Approved MT-1*	*State Education Received MT-1*	*Local School Received MT-1*	*Local ES Forwarded MT-2*	*Current Status August 1967*
2/17/66	*3/ 1/66*	*3/ 7/66*	*3/ 7/66*	*5/ 5/66*	*Waiting funding*
3/17/66	*3/25/66*	*4/11/66*	*4/20/66*	*4/20/66*	*Waiting funding*
7/22/65	*10/19/65*	*1/19/66*	*2/ 5/66*	*2/ 6/67*	*Waiting funding*
1/27/66	*2/19/66*	*4/11/66*	*5/11/66*	*Pending*	*Pending MT-2*
7/18/66	*7/29/66*	*8/ 8/66*	*8/ 8/66*	*12/13/66*	*Waiting funding*
3/ 8/67	*3/17/67*	*3/20/67*	*3/24/67*	*Pending*	*Pending MT-2*
6/28/67	*Pending*				*Pending approval*
6/28/67	*Pending*				*Pending approval*
6/28/67	*Pending*				*Pending approval*
6/28/67	*Pending*				*Pending approval*
5/ 4/67	*5/10/67*	*5/13/67*	*5/13/67*	*5/29/67*	*Waiting funding*

Each course had been certified by the local Employment Service as to the need for training before submission to the Advisory Council. At least six of the above were repeats of courses previously conducted by the Skills Center.

The uncertainty and time delays attendant upon this process result in complications in recruiting and retaining staff, and in acquiring equipment, planning, assigning of work loads, and recruiting trainees. Staff for instance do not accumulate sick leave, vacations, or other seniority rights because these terminate at the end of each course. This had led to teacher discontent and a narrowly averted strike. Costs are pushed up because instructors must be hired under hourly rates for only the duration of the specific course, at an hourly rate ($8.00) much higher than applicable for tenured teachers.

The funding procedures and attendant problems are further complicated for the project administrators because the Center receives CEP, MDTA-RAR, and EDA funds which have somewhat different requirements than MDTA-Institutional.

The East Bay Skills Center has found other funding regulations under MDTA inefficient and restrictive. The Center occupies a large building, offering many training courses in one place, with adequate space for the Center's activities. The building is highly visible to the community and is identified by the disadvantaged as a symbol of opportunity and progress. The rent was greatly increased by alterations which the landlord had to make to meet fire code regulations and similar standards. MDTA regulations prohibit expenditure of MDTA funds for building purchase or alteration. A long-term lease is not possible under present MDTA funding. Accordingly, all the alteration costs had to be amortized over a two-year lease period. In effect, the Skills Center is financing the alterations through the high rentals but acquires no equity in the improvements to a rented property. Some observers suggest that purchase of a building would be more economical if the Center is planned as an operation of some duration; if nothing else, purchase would permit the government to recoup the cost of standardizing the building through eventual sale of the property.

Meanwhile the Skills Center continues to pay rent at a costly rate for the first few years of its existence. At the same time, a ceiling was imposed on cost per trainee, apparently because nonrecurring costs during the first year caused alarm about the unit cost. The first year costs included equipment, supplies, and building alterations (figured in the first lease) which would not recur in subsequent years. The result of the ceiling on cost per trainee was a dilution of the training sequence initially planned and offered, especially in the critical areas of prevocational preparation and remedial education.

An OJT project in Oakland for service station operators was also plagued by long funding delays. Fourteen months had elapsed between the date of application and the actual funding; it was reported that five months were consumed by the approval process itself, while the remaining nine months were attributed to administrative complications in governmental agencies. Some of the staff originally recruited for the program were thus unavailable and planning and recruitment were rendered virtually impossible. As this was an OJT project dependent upon subcontractors to provide work sites and job slots, the delay was particularly serious.

Uncertainties about renewal funds have caused problems in the Neighborhood Youth Corps programs also. Some of these are closely tied to the school calendar; the fact that renewals were not approved before the beginning of the school year was detrimental to the success of NYC operations. The Alameda County Youth Opportunities Board, which conducts in-school, out-of-school, and summer projects, reported that they were once within one half-hour of releasing all staff and cutting off enrollees because they had not received a renewal of funds. This agency was first funded to sponsor NYC programs in May 1965. They have had contracts for three months and nine months, but have never been able to secure a refunding for twelve months or longer.

The Oakland Unified School District has been conducting in-school and summer NYC programs since June 1965. On August 16, 1967 they had still not received a renewal for a program scheduled to begin August 30. Much of the problem was attributed to BWP revisions in forms and procedures, which were not made available until very late. Late funding can be especially serious in such cases because the delay can jeopardize matching by the local school system or other sponsoring agency. Competition for local funds is often fierce; monies available for matching may be reallocated to another use if Federal funds are delayed too long.

Administrators at the Oakland Economic Development Council noted that from the time operations began in September 1965 no regular NYC project had been funded on time. Monies expected at least a month prior to the start of the summer program did not arrive until three weeks after the scheduled date for the program to begin.

Administrators in all four NYC programs in Oakland agreed that longer funding periods, preferably two years, would be beneficial. This was particularly urged because of the need to develop work experience positions or Work Training in Industry subcontractors. These frequently require the ability, on the part of the NYC sponsor, to make a commitment somewhat in advance of the beginning of training.

BASIC EDUCATION

Failure to provide sufficient adult basic education and remedial education to meet the needs of Oakland's disadvantaged was one of the most striking problems in the city's training programs. The educational handicaps of Oakland's population have been described earlier as severe. Over one-third of the adults in the target area had less than eighth-grade schooling. Test results at East Bay and other training programs indicated that actual reading and arithmetic skills were several years below the nominal grade level.

Yet there was but one federally funded ABE program, with 860 slots. The relevance of even this small program to the job training structure may be inferred from the fact that none of the administrators interviewed thought of this program as a possible resource for their enrollees. Most were not even aware that there was such a program. Training program administrators also expressed the belief that it was unrealistic to expect unstipended basic education courses to attract or meet the immediate needs of the hard-core unemployed. The general view was that whatever basic education the trainees were to receive would have to come from the training programs themselves.

And the provisions of the manpower programs in this field were very slight at the time of the study. The East Bay Skills Center, conceived as a project almost entirely for the disadvantaged, had been designed to provide a training sequence including basic education, prevocational education, and finally skill training. However, the unit-cost ceiling imposed in late 1966 resulted in severe limitations on the amount of basic education offered. The Center was no longer able to enroll candidates with less than fifth-grade education. A report on 868 enrollees in August indicated that some 77 percent had completed some high school, while 27 percent had achieved high school graduation or beyond.[3] Moreover, during the three weeks immediately preceding that account, 114 persons had been enrolled, of whom only five percent were in the category of eighth to ninth grade, while 52 percent were high school graduates. On the other hand, grades completed are obviously a poor measure of achievement since the reading test scores of this latter group of enrollees showed that about 90 percent scored below the ninth grade, and about 75 percent below the eighth grade.[4] If a similar discrepancy between formal education and reading ability exists among the disadvantaged generally, they are considerably more handicapped educationally than their grade levels would imply. Trainees at East Bay were acutely aware of the need for more basic education, as were program administrators.

One OJT project which tried to reach the most disadvantaged kept its entrance requirements at a minimal level--the ability to cipher at or near the fifth-grade level--and still found that remedial education was necessary for many of its enrollees.

Among the first allotments of CEP monies was an allocation of $1.396 million to provide basic education for disadvantaged adults, including Spanish-speaking, at the Skills Center. Under this plan, 550 enrollees would receive 18 to 20 weeks of remedial education. Nearly all completers would then be slotted into vocational skill training courses at the Center. This is an example of a realistic approach in terms of the allocation of sufficient resources to provide a basic education sequence large enough to be significant and also integrally related to specific job training. However, it is clear that allocations thus far will accommodate only a small percentage of the educationally handicapped. There remains a critical need for more basic education for Oakland's disadvantaged adults, and for better linkages between basic education and the job training sequence.

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[3] East Bay Skills Center, "Characteristics of Trainees Currently Enrolled As Of August 9, 1967."

[4] East Bay Skills Center, "Characteristics of Trainees Entering Between July 17, 1967 and August 7, 1967."

RELATIONS BETWEEN JOB TRAINING PROGRAMS AND THE EMPLOYMENT SERVICE

The State Employment Service has an integral role in the job training structure. In general, the California State Employment Service was expected to provide recruitment, screening, testing, referral, job development, and placement, as well as labor market information, for virtually all other training programs in Oakland. It could not be expected that everyone would be satisfied with the priorities in CSES handling of these functions. But the situation in Oakland included considerable criticism and reports of unsatisfactory relations with the ES from nearly every program. Most of the dissatisfaction centered around either the manner of CSES's performance of ancillary services to the programs, or administrative complications in CSES processing of applications and contracts.

The most frequent criticism was that recruitment was inadequate, either in failure to provide sufficient candidates, failure to reach the disadvantaged, or in inappropriate screening and referrals. One OJT project director stated that the Employment Service sent out candidates who had no desire or intention to train for a new occupation but were seeking temporary income, while others were not even informed that their referrals were to a training program. Some charged that ES was doing a mass referral, without any selectivity as to appropriateness.

Several program administrators believed that the Employment Service did not really reach the disadvantaged or minority groups, either for recruitment or placement. One official expressed the opinion in this manner:

> They [ES] are essentially here to serve the more middle-class person with some background of training, education, or experience. Their very policy of referral of the best qualified applicant to jobs reacts to the disadvantage of the hard-core unemployed.

Almost every administrator stated that he could not rely on CSES for recruitment; the same was true for placement of program completers. Nearly every program claimed that it had to do at least some of its own job development and placement. The Skills Center, the schools, the Central Labor Council, Welfare Department, and other agencies felt that they were often in a better position to place their graduates than was the CSES; in any case the widely accepted view was that the agencies had to place many of their own graduates if there was to be any successful placement.

There was no way of determining the validity of the administrators' complaints; however they have operative importance simply because they are held by so many of the officials involved. The unwillingness to rely on the CSES for placement, in particular, resulted in the confused situation of each individual program conducting its own job development. The diffusion of efforts and the friction that exists result in a denial of responsibility and shifting of "blame" between the agencies. It causes delays and obstructions in recruitment and placement, and program operations generally.

The Employment Service in the East Bay area decentralized to a point where knowledgeable observers have described it as providing "more points of service oriented to the clientele than any other comparable area in the country." Within Oakland itself, in addition to two regular downtown offices, there were three Youth Opportunity Centers, an Adult Minority Project with four branch outreach offices in the slums, and a branch office in the East Bay Skills Center. In addition, there had been ES counselors out-stationed in some of the other training programs. This dispersal of services is said to be a reflection of a basic policy of bringing the Employment Service to the registrant.

NEIGHBORHOOD YOUTH CORPS

Oakland's poverty areas have a large youth population with serious employment problems. The unemployment rate among teenagers throughout the city runs around 35 percent; in the target area it is about 41 percent. There were both in-school and out-of-school Neighborhood Youth Corps programs in Oakland aimed at this population.

The in-school projects were handicapped by many of the funding delays which made it difficult to coordinate their programs with the school semester. Program administrators also argued that the program's eligibility requirements were unduly restrictive. Particularly they cited the prohibition on providing summer work for recent high school graduates as penalizing those students who remained in school until graduation. They were then forced to compete with all other youth--high school and college students, other high school graduates, and dropouts--for an insufficient number of available summer jobs. Disadvantaged youth who were not strongly motivated to finish school anyway often felt it was advantageous to leave school a few weeks or months before completion in order to seek employment. The project staff pointed out that the goal of persuading youth to remain in school was undercut by then discharging them into almost certain unemployment.

The in-school programs concentrated on work experience, with counseling or supportive services; specific skill training was not provided. There were often difficulties developing meaningful work experience positions. Though some of the jobs were useful ones, the students' most frequent criticism was that their placements were not related to the actual job market or to any vocation they might be interested in pursuing. Some seemed to feel that their jobs were "make-work" and would not serve as "work experience" when they applied for "real" jobs. As one disgusted youth put it, "How can I put down that I've been a 'hall monitor' on a job application?"

Administrators of both the in-school and out-of-school programs pointed to the BWP's definitions of poverty income levels as unrealistic. Many asserted that in a high cost of living area it was absurd to exclude youths from NYC once their families reached an annual income of $3200.

Although recent efforts had developed some cooperative activities between the NYC and MDTA programs, these were neither large enough nor routinized enough. Not enough MDTA slots, either institutional or OJT, were reserved for NYC graduates nor was referral to MDTA a regular outcome of NYC participation.

The most promising NYC efforts were the demonstration program conducted by the Alameda County AFL-CIO Central Labor Council, and the WTI components of some of the other programs. The number of NYC enrollees who could receive work training in industry was very low, due to contract specifications. These in turn were a reflection of the national allotment of funds for this component.

Most NYC programs had problems in their relations with the State Employment Service. There were assertions that CSES was inadequate in recruiting trainees for out-of-school NYC projects. There were several complaints about the removal of out-stationed ES representatives from NYC projects.

LINKAGES, INFORMATION, AND COORDINATION

Because of the extent and complexity of social problems in Oakland, the city received many different types of programs, funded under various authorizations. A number of commendable efforts had been made toward some rationalization and coordination of these programs. However, local officials and project administrators generally reported that the programs operated in discrete channels with considerable isolation from and ignorance about other programs.

One program director placed this first in a list of dilemmas of local training programs, stating that "the real problem is communication to find out what is going on and what other agencies are doing." City officials complained of the inability to plan for the city as a whole and to have some estimate of the total funds that would be available for the city's training projects. They observed that there was incomplete knowledge about what projects were pending or who had applied for what funds and for what purposes. This was regarded as a prime cause of duplication of efforts and failure to use all resources most effectively.

Although there are a number of programs with different types of offerings in Oakland, there are almost no sequential linkages or exchanges of services between them. One exception is the training at the Skills Center for a limited number of NYC enrollees who receive supplemental and supportive services from NYC. Aside from this, there are few such channels. It was too early to gauge the effect of Federal regulations prescribing the reservation of a percentage of MDTA slots for NYC completers, as it was reported that implementation of this regulation was just beginning.

The apparent isolation of the school system's ABE program from the training complex has already been mentioned. The newly-initiated basic education course, linked sequentially to MDTA institutional training at the Skills Center, is an illustration of the type of program needed. It does not correct the isolation that exists in already established separate programs. While about 20 percent of Skills Center enrollees have generally been from welfare families, in the past there has apparently been less than optimum coordination and cooperation between Welfare Department officials and the Skills Center in selection of welfare clients for training. While the Skills Center feels it is allotting a reasonable number of slots for welfare recipients, the Welfare Department often feels that the most needy or likely candidates are not chosen, and that often the trainee from the welfare family is not the member whose employment is most likely to result in family self-sufficiency. This is the case for instance when a teenager from a welfare family is selected for training. Such a conflict reflects in part the different concerns of the different agencies and programs, and the fact that there is no recognized applicable policy on selection priorities.

Some of the Oakland personnel also see lack of coordination manifested in some apparent competition between programs. Job development seems to be a major area of competing claims. City officials contended that OJT projects frequently usurped job slots which otherwise could have been used for placement of disadvantaged Skills Center graduates. There is no planning or coordinating body to set priorities in job placements.

The director of one NYC project felt the need for more exchange of information and cooperation was so acute that he frequently initiated meetings of various agencies involved in manpower programs. The purposes were to assess the effectiveness of the established programs and also to maintain direct contact and communication among program administrators.

It is partly because of the diversified and dynamic attack on unemployment problems in Oakland that the need for coordination is so critical. Some city officials have suggested block grants to the city, or to one agency, at least for a large portion of the programs. Others are most concerned that city or area-wide planning be facilitated so that resources may be utilized most efficiently.

The Concentrated Employment Program was just getting under way in Oakland at the time of the field study. In the opinion of some observers such a program contains many of the elements necessary to achieve greater coordination and more efficient utilization of manpower and training resources.

FRESNO

BACKGROUND

Fresno County for some time has been first in the United States in the value of farm production. It has also been classified as an area of substantial unemployment since March 1961, and is eligible for assistance under the Public Works and Economic Development Act of 1965.

In July 1966, the estimated population of the county was 415,600. About one-third of this population were rural-dwellers, though only 12 percent actually lived on farms.

Fresno ranks among the worst counties in California in terms of the amount of poverty, family income,long term unemployment and underemployment, and educational attainment of its adult population. Over 21 percent of all its families lived in poverty; more than 25 percent of its adults over 25 had completed less than eight grades of school; half of these had less than a fifth grade education. About one-sixth of its residents were dependent on public assistance, including a larger number carried on AFDC and AFDC-UP budgets.

The unemployment rate in 1966 was 6.6 percent -- an estimated average of 12,300 unemployed in 1967 -- and projections were that the figure would increase over each of the next few years. Furthermore, employment opportunities in Fresno have always been seasonal. Agriculture and the related food processing and packing industries account for much of the employment and are highly seasonal. In addition, average agricultural employment in the county is expected to decrease each year due to mechanization. Because of the availability of jobs in these occupations during part of the year, Fresno has attracted an in-migration of many unskilled and semiskilled agricultural workers as the number of farm jobs available elsewhere has declined.

At the same time, the number of year-around jobs available for unskilled workers has dropped sharply. Employers have set fairly high entrance standards for semi-skilled jobs, often requiring high school diplomas, aptitude tests, or previous industrial experience for assembly line and related workers. Furthermore, those occupations in which employment opportunities have been expanding over the past several years are those that require at least a high school education. There has been little growth in jobs open to the unskilled and uneducated.

Thus Fresno is an area with a growing population of the unskilled and uneducated, displaced by the decline in available jobs elsewhere. Previously available employment in unskilled agricultural or industrial occupations is being closed to them. Already there is a high incidence of poverty, dependency, and persistent unemployment and underemployment. Although the number of jobs is expected to increase, the increase will be in areas for which the current Fresno labor force is unequipped and unable to obtain employment.

The scope of manpower training programs in Fresno could cover at best only a small part of the need. The CAMPS Area plan projected 12,300 unemployed in Fresno in 1967, exclusive of persons not in the labor force who should be brought in. More than one-fifth of approximately 100,000 families in the area had incomes below $3,000. Aid to Families with Dependent Children went to 40,890 persons; 11,589 of them were in families with fathers present but unemployed. According to California CAMPS 80,000 Fresno adults had not continued their educations beyond the eighth grade; on the basis of other statistics it can be estimated that about 50,000 have not completed eighth grade.

To meet these needs in Fresno, there were approximately 773 adult training slots projected for fiscal 1968; these were about equally divided between MDTA and Vocational Rehabilitation programs, with a few Nelson slots. In fiscal 1967 there were slightly over 1,000 Neighborhood Youth Corps slots, of which only 205 were for out-of-school youth. To combat adult illiteracy a new program with 540 stipended slots for migrant workers had been established in the Spring, with plans to serve 3,000 other migrants in various types of classeson a non-stipended basis. A program funded under Title III of the Elementary and Secondary Education Act provides basic literacy classes for 160 disadvantaged adults. According to the California State Department of Education, there is also a program to provide basic literacy for welfare recipients which does not receive Federal funds. The County Schools conduct adult vocational and general education courses, many of which are not designed to serve the needs of the disadvantaged, which are expected to reach 3,624 persons. All of these programs (including those without Federal funds) together provide a maximum of about 10,000 slots, including vocational, consumer, general, and basic education.

Table XVII summarizes the extent of training activity in Fresno in August 1967. The following sections provide a description of these activities and a summary of the administrative problems involved.

PROGRAM DESCRIPTIONS

MDTA

The Fresno City Unified School District sponsored the most visible MDTA project in operation at the time of the field visits. This project offered training for two occupations--waiters and welders. The scope of the program was for 40 trainees in welding classes for 30 weeks, with a total budget of $50,279, and for 15 enrollees in a 12-week course for waiters, funded at $7,366. Both courses were funded in January 1967; the welding component was a refunding, while the course for waiters was a new one. According to program administrators,funding (presumably for the last project) was to run through June 1968. The staff indicated they might apply to sponsor other training courses during that time. In August 1967 all the waiters' slots were filled but only 20 in welding, although the administration reported a long waiting list for the welding course.

There are no available data on trainee characteristics or placement, but the project director reported that current trainees, all males, averaged about 25 years old, with minority groups predominating. The number trained in the Fresno area in all MDTA activities to date was reported as 750, with CSES figures showing a 73 percent rate of placement in training-related jobs.

Subsequent correspondence with the Manager of the Fresno office of CSES indicates several other MDTA programs operative in Fresno in fiscal 1967 or funded for 1968. These included 20 institutional slots in television repair courses in 1967, and 30 slots for licensed vocational nurses in a project running from March 1967 to February 1969. In addition, projects proposed for 1968 and still being processed in November 1967 involved 265 slots and $227,389. Projected programs included 150 OJT-Coupled positions for Mexican-American farm workers, a refresher course for 100 registered nurses, and clerical training for 15 females (heads of households). If all the 1967 and projected 1968 slots are added together, they would provide a maximum of 370 slots in two years, nearly half of them reserved for women.

Operation Mainstream

This is a program of work experience-training for 57 chronically unemployed, low-income, adult males. The sponsor -- the Fresno County Economic Opportunity Commission -- is a Community Action Agency in existence since April 1965. The Nelson program was first funded in July of 1966 for a six-month period at $125,000. The current grant was also for six months at the same financial level; a refunding was expected when the contract expired in December 1967. All the enrollees were in training with the County Parks and Recreation Department, as aides. If the trainees were able to pass the civil service examination after completing the program, there was a good chance that the Parks Department would hire about 25 percent of them on a permanent basis.

Meanwhile, enrollment in the program could be for up to two years. Pay was $2.10 per hour, but the trainees were not entitled to the fringe benefits and other privileges of regular Parks Department workers.

The enrollees in August were men 22 to 45 years old, chronically unemployed, with low educations and family incomes below $4,000. Ethnically, they were largely Mexican-American, with some Negroes.

The program was designed to offer counseling, basic and consumer education, and medical services as well as work experience-training. Job referrals and placements were to be handled jointly by the project staff and the CSES. However, by August 1967 there were still no completers of the program, so there is no information on placement, follow-up, or program results.

Migrant Workers Program

Central California Action Associates, another CAA, sponsors a recently established program for migrant farm workers, financed under Title III of the Economic Opportunity Act. This program is to provide basic education--primarily English literacy--for migrant and seasonal farm workers, 80 percent of whom are to be Spanish-speaking. Prevocational education and job counseling are among other services enrollees are to receive.

The project was funded in May 1967 for a 15-month period. In this time it is to serve 3,540 enrollees, 540 of whom will receive weekly stipends of $45 (plus $5 for each dependent up to a maximum of four), for no longer than 20 weeks. The remaining 3,000 slots are for the same basic and prevocational education, plus consumer education, but without stipends attached.

Federal regulations prohibit the enrollment of workers in stipended slots during the farming season, so there were no enrollees at the time of the field visit and thus no information on program operations.

Fresno Neighborhood Youth Corps

The Fresno County School system began operating an NYC program in 1965. The fiscal 1968 request for continuation and budget had not been approved as of September 1, 1967. The participants were paid $1.25 per hour, which apparently was considered inadequate by the out-of-school youth. At the end of August it was reported that all summer slots, but only 100 of the out-of-school slots, were filled. Since this was during the active farming season, it was alleged that many youths found they could make more money temporarily at farm work and thus were not attracted to the NYC.

Recruitment for the in-school program was handled by the school system itself; however the project was formally dependent on the Youth Opportunity Centers of the CSES to supply trainees for the out-of-school segment. They had also hoped that the neighborhood centers of the community action agency (Fresno Economic Opportunity Council) would refer youths from the target areas.

There was no placement, follow-up, or evaluation conducted by the project itself; they were also not included in the contract. Placement efforts, if any, would be the responsibility of the Employment Service.

Vocational Rehabilitation

There is a vocational rehabilitation program in Fresno under the auspices of the California Division of Vocational Rehabilitation. It appears to have been funded at the same level -- $350,000 to serve 350 clients -- for both 1967 and 1968. There is an active outreach component and there are more applicants than the program can accommodate.

The program offers almost entirely skill training, utilizing public and private schools and on-the-job training arrangements. Medical services are received from county agencies. The trainees are said to reflect the ethnic distribution of the community; they must be over 16, have a medically diagnosable disability and a prognosis that services will lead to employment and self support. Priority is given to those "where the community has needs for these people to become employed--i.e., welfare cases, those with social problems, et cetera."

Vocational Education

The Fresno City Unified School District offers vocational education to both secondary students and adults. The high school component comprises by far the bulk of the program. The number of slots or enrollees in the adult, or out-of-school segment of the program could not be determined.

Until this year a Work-Study program providing subsidized part-time employment for secondary vocational education students was also included. However there were no funds available for the continuation of this program due to the uncertain status of pending revisions in the program at the Congressional level.

ADMINISTRATIVE PROBLEMS

Aside from the general inadequacy of the available resources to meet the existing needs, there are a number of other fairly consistent problems in the conduct of training programs in Fresno.

Each of the programs is a discrete and separate entity, without awareness about other programs or effective linkages with them. Particularly, the remedial education and work experience programs suffer from this lack, since these programs do not prepare their enrollees for entry into the job market, and find that they are thus dead-end operations. For instance, neither the Operation Mainstream or NYC programs provided job training in occupations with actual employment opportunities. In the Operation Mainstream program, there would probably be job openings for only about 25 percent of the enrollees in regular Parks Department positions. Yet the trainees could remain in a program of work experience for as long as two years, during which time they were not eligible for the same wages and other benefits as other Parks Department workers. This was a source of resentment on the part of the Nelson enrollees and the difference could not really be rationalized on the basis that they were in training for future employment.

Fresno officials felt the major weakness in the whole NYC structure was that it did not train youths for anything substantial. Out-of-school youths were not prepared for jobs. The question "Where do they go from there?" was the administrators' chief worry. The NYC staff felt the most important need was to develop a training program which would offer youth an opportunity to develop specific skills leading to regular employment.

Although the Fresno programs do appear to reach a disadvantaged segment of the population, they do not provide adequate supportive services, remedial education, or other special services particularly needed by the most disadvantaged. In the Operation Mainstream program, for example, work site supervisors said that the enrollees would need considerably more remedial education if they were to be able to pass the civil service examinations for regular employment. Consumer education and counseling in budgeting and family matters were seen as another serious need. The numerous unstipended slots in basic education, including the migrant program, suggest that the real needs of the disadvantaged were not sufficiently taken into account in these cases.

The complicated and time-consuming funding process, with the concomitant uncertainties, was perhaps the feature most criticized by project administrators in Fresno. Budgets were often unrealistic to begin with, not providing in their opinions for sufficient staff and administrative costs to serve the number of enrollees. Then, the long delays before a project is finally approved make planning, hiring, and recruitment of trainees unduly difficult. A five-month delay in funding the programs for migrant workers resulted in the program just getting under way at the start of the farming season, when it was not even permitted to enroll regular students. The Fresno County Economic Opportunity Council, which sponsors the Nelson program, saw funding the main problem. that it was both too little and too late. Fresno City school officials involved with the Institutional MDTA program said that there were long time delays obtaining Federal funds and approval and matching on a State level. The uncertainty of continuation from year to year was also cited as a problem. Although the Fresno County Schools have operated NYC programs since 1965, there was a three to four month delay in refunding for fiscal 1967; as of September 1, 1967 they had not yet received notice as to their fiscal 1968 status, this in spite of the fact that the program includes an in-school component. Even in the Comprehensive Vocational Education project there were complaints that in the previous year there had been a five-month funding delay. In spite of the overall stability of the vocational education system, there is annual uncertainty about the continuation of certain activities and courses for each succeeding year.

Furthermore, the requirement for course-by-course approvals in MDTA, and the need for regional BWP approval of every new work site sponsor in NYC, were seen as unnecessarily time-consuming and restricting by local administrators.

There appear to be less than ideal relations with the California State Employment Service or with the State and regional offices of the administrative agencies in charge of these projects. There was no attempt to validate the substance of the criticisms of the Employment Service or other agencies; however the existence of such friction is certain to affect the efficiency of the training programs. Most project administrators complained about the inadequacy of CSES's recruitment and placement efforts for their projects. Most of the project sponsors, including the schools and CAP agencies, said they felt they were in a better position to place many of their own graduates than was the ES because they had better contacts with the employers.

A dispute between a CAP agency and the school system over the sponsorship of an out-of-school NYC project further complicated the attempt to locate the causes of some of the problems in these programs.

There was virtually no evaluation at the local level in any of the Fresno training programs. Nearly all claimed that they did report some data to State or regional offices; however, they did not get analyses of these data back and thus were often unable to describe the trainees or results in their own programs. Some project administrators simply said that the budgets did not provide for the compilation of any detailed information on the trainees or for any follow-up.

The absence of any systematic data collection, reporting, or evaluation made analysis of the impact and results of Fresno training programs especially difficult. A further difficulty in reporting on program results is that, of those programs operating at the time of the field visits, most were quite new and as yet had no completers. Nor had the programs been in operation long enough to permit a complete assessment of their operating difficulties and successes.

Chapter VII

TRAINING PROGRAMS IN ST. LOUIS AND SPRINGFIELD

ST. LOUIS

BACKGROUND

In 1960 St. Louis had a population of slightly over three-quarters of a million, making it the tenth largest of all American cities. At the same time it was the core city of a metropolitan area of over two million inhabitants. Early in its history, rigid boundary lines had been set which the city has never been able to alter. This resulted in an inability to expand to accommodate new industrial growth. It also meant that the city very quickly reached its saturation point in terms of population, and was subject--even more than other large cities--to substantial out-migration to the surrounding counties. St. Louis has lost both jobs and employees to the surrounding area. At the same time, the entire metropolitan area declined in terms of its relative share of jobs compared to the total nationally.

The population movements also resulted in a large in-migration of Negroes from rural areas and an out-migration of white residents, particularly the younger age groups. In 1960 non-whites constituted over 30 percent of the population of St. Louis. According to Missouri CAMPS the educational, employment, health and income levels of Negroes were considerably below those of white residents. Over the past decade the disparity has been increasing.

The overall unemployment rate in St. Louis was about 3.7 percent in July 1967. Missouri State CAMPS estimated that there were 33,000 unemployed in St. Louis and its surrounding metropolitan area; about 10,500 families received welfare; 54,753 families had incomes below the $3,000 level; nearly 180,000 persons had not completed the eighth grade, more than 350,000 had not finished high school.

A special study of the St. Louis slums[1] indicated even more serious problems. In spite of their efforts to find work, nearly 13 percent of the work force in this area were employed; the majority could be classified as long-term or hard-core unemployed. The unemployment rate for teenagers was 40 percent. Of all persons employed, 18 percent worked only part time, mostly for lack of better employment. Almost one-third of those working earned less than $60 per week (i.e., less than $3,000 per year). Median family income was only $3,544. There were a large number of men in the age 20-64 bracket who were not working and not looking for work, even though they were potential wage earners. The nonparticipation rate was about 11 percent; this is probably an underestimate because about 30 percent of adult males expected (from other statistical sources) to be part of this slum population could not be located for the survey. The sub-employment rate for the slums of St. Louis was very close to 40 percent, the Department of Labor estimated. About two out of every five residents had serious employment problems--inability to find work, work at wages below the poverty level, inability to secure full time work, or giving up the search for employment.

Although considerable funds had been allocated to St. Louis, and there were many active and productive programs, the adequacy of training programs to meet the needs in the city must be seriously questioned. Table XVIII lists the operative programs in St. Louis in August 1967; many of the slots and trainees are for counseling, diagnostic, referral or other essential but preliminary service, rather than job training as such. A more complete description of the training structure in St. Louis, and a review of the administrative problems, illustrate additionally why the programs' impact on the city's critical needs is diluted.

MANPOWER TRAINING STRUCTURE

St. Louis received funds for manpower training and related activities through two broad channels. One is the Comprehensive Manpower Program, first funded in December 1966, and the second is the Concentrated Employment Program, funded just six months after that. Both are channeled through what is essentially a prime sponsor--the St. Louis Human Development Corporation (HDC).

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[1] U. S. Department of Labor, Sub-Employment in the Slums of St. Louis (based on a survey conducted in November 1966).

HDC originated in 1964 by appointment of the Mayor, as an agency concerned with juvenile delinquency. It received planning grant money from OEO and became the city's official Community Action Agency in November 1964. Its first training contract was for a Neighborhood Youth Corps, begun in the spring of 1965.

Also in the spring of 1965 a Technical Advisory Committee composed of all recognized agencies in the field of employment and training, including representatives of the business sector, presented a proposal indicating the unfilled needs and gaps in the training and employment of the disadvantaged; a plan to secure funds to meet these needs was set forth. This plan was the Comprehensive Manpower Program (CMP).

As originally conceived, CMP would include (a) outreach Gateway Centers, to be staffed jointly by HDC and MSES; (b) a diagnostic center, evaluation program, and vestibule training, presumably to be run by the Jewish Employment and Vocational Service; (c) a job development arm under the aegis of Work Opportunities Unlimited, a private group involved in developing job opportunities for youth. A sophisticated Control Center was planned, which would include both a job bank and a skills bank, with systematic matching between the two; it would also provide client tracking and follow-up. This complex was to provide referrals to regular work experience and skill training programs.

There were many controversies involved in getting CMP funded. Established agencies were not noticeably receptive to having new agencies involved in their traditional functions. However, the overall administrative contract was finally awarded by OEO to HDC in December 1966; HDC was given the functions of overall planning, coordination, implementation, and follow-up or evaluation. HDC maintains a Management Analysis Unit to review and audit the component programs, and to consolidate the regular reports received from the component units before they are sent to the appropriate State or Federal agencies.

HDC has taken a generally expanding leadership role in promoting programs for the disadvantaged in St. Louis. As shown in Table XVIII, there are twelve programs related to manpower development and training under its aegis; some of the programs have several sub-units. CMP is a $3 million project to serve 10,000 persons a year, according to the St. Louis Model City Agency, and is rated one of the five most effective in the nation.[2]

CEP received $5 million in Federal funds in April 1967, after a vigorous campaign by city officials to obtain these funds. The reaction to initiating the new CEP program was not wholly enthusiastic. The Comprehensive Manpower program was still struggling with organizational difficulties; some administrators believed it was necessary to establish a viable administrative structure for CMP, and to assess some results, before more funds could be effectively utilized. Others, including some in the regular State agencies, were opposed to the direct grant of funds to a prime sponsor, bypassing the regular State channels. In fact the vocational education agency insisted, successfully, that CEP-MDTA funds be channeled through the State education agency.

The CEP program basically has taken a form similar to that of CMP, in that it channeled funds through HDC and distributed them among a number of component programs. A portion of the CEP grant is for central administration and services by HDC. The remainder of funds are distributed among a network of MSES-staffed neighborhood centers and among individual training programs, including some also receiving CMP funds.

Because of the consolidation of all manpower funds into two basic comprehensive programs, both using HDC as prime sponsor, there is a structure for definite linkages among St. Louis training programs. There has also been a plan for cooperation and coordination among agencies, to maximize efficient utilization of training resources in the city. There appeared to be many obstacles to the implementation of this complex plan. Some of the interagency conflicts over details of implementation and responsibility had resulted in controversies which, at the time of the field survey, appeared to be absorbing much of the energies of manpower programs. This made assessment of the impact of these programs difficult, both for the programs themselves and for outside observers. Some of the major administrative difficulties are described in the following sections.

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[2] St. Louis Model City Agency, "Application to the Department of Housing and Urban Development for a Grant to Plan a Comprehensive City Demonstration Program," April 26, 1967.

FUNDING

It would appear that considerable funds were obtained--and indeed had to be obtained--before there were adequate plans for their use. The methods of Federal funding for a new national program like CEP required the city to act to obtain funds immediately, or be bypassed. At the same time there were still programs in the city which had not received sufficient funds to continue their programs at earlier levels.

While some programs could not fill all the allotted slots, others (such as NYC) were oversubscribed and yet found their slots reduced. NYC had been in operation since 1965 and always had more applicants than it could handle. Nevertheless the program was reduced in size in 1967-1968; there were national budgetary cutbacks in face of the need to fund NYC programs in other cities.

Inadequate funds were allotted to some of the core components of manpower programs, it was alleged. The Manpower Control Center, responsible for collection and processing of data on all registrants and job vacancies, did not have enough funds for follow-up or even for efficient processing of information. There was not enough flexibility to permit the transfer of funds to short-funded components of the comprehensive programs, even if funds were assigned to some programs in excess of their abilities for full utilization.

RECRUITMENT

Voluminous intake has been one of the most striking features of the Gateway Centers and other outreach efforts in St. Louis. As shown in Table XVIII, the Gateway Centers drew about 23,000 registrants--almost four times as many as they were expected to reach. The large effort expended on intake processing cut into the Centers' ability to provide other services.

Despite the large number of potential enrollees, some programs (including MDTA) had many vacant slots and were apparently unable to recruit suitable persons for their programs. Vocational education and MSES disagreed on the reasons for under-enrollment in MDTA. One contributing factor is that slots cannot be refilled, to replace dropouts, after a certain period. A high dropout rate means that many slots (inclusive of those once filled) go virtually unused.

A pre-apprenticeship program operated by the Urban League had difficulty in recruiting Negroes who meet union requirements. Persons with such qualifications are difficult to find among the hard-core unemployed and disadvantaged.

Many of the programs had enrolled far more women than men--some by design, but most by apparent default. ABE and WEP-Title V programs tend to be about 85-90 percent female. The OEO community work experience and training programs also had a disproportionate number of women. Even the MDTA program conducted by the public schools had women enrollees in the majority.

Training program administrators generally agreed on the need to recruit hard-core unemployed males, but found it difficult to do. It is difficult to enroll men in non-stipended education programs, they found, or in remedial education or work experience programs which appear to have no definite links to occupational skills and meaningful employment. Since even the skill training programs had a backup of graduates not placed in jobs, it is not surprising that the unemployed were skeptical about the value of the programs. Some of the work experience placements were on a very low level, giving no promise of ever paying a living wage. This contributed to a high dropout rate for programs such as WEP-Title V.

JOB DEVELOPMENT AND PLACEMENT

As in many places surveyed for this study, there was considerable confusion, competition, and duplication in job development. Perhaps the major criticism by program administrators in St. Louis was that job openings which were supposedly "developed" were not really developed; i.e., they were simply a listing of job openings already available, and did not include any commitment on the part of the employer to reserve the job for an applicant referred by the manpower programs. At the same time there was little evidence of any successful efforts to persuade employers to create new types of job openings which might be filled by the disadvantaged or by graduates of training programs.

In training programs which worked with the most disadvantaged (such as JEVS) there were complaints that the job openings did not include jobs at the entry skill level, for which their trainees would be qualified. The "jobs developed" were listings of job vacancies, most of which would not be suitable to hard-core unemployed who had just completed a minimum skill-level program.

Similar criticisms were applied to OJT slots. Further, there was not even a minimal commitment to retaining an OJT trainee, or to replacing a dropout with another referral from the manpower programs.

EMPLOYMENT SERVICE

Conflicts between the State Employment Service (MSES) and other manpower and training agencies in St. Louis had reached crisis dimensions which threatened the effectiveness of the whole manpower effort. The scope of the field analysis did not include the determination of any judgments on this controversy. However, the existence of conflict--regardless of the merits of the positions of any of the parties--was amply evident, and had a debilitating effect on the programs. The core of the stated argument appeared to be MSES's belief that other agencies should not intrude into what it considered its traditional domain; other agencies, such as HDC, contended that MSES was inadequate in its recruitment and placement of the disadvantaged.

As a result of conflict over the original NYC project in 1965, the CMP included other sources besides MSES for job development, recruitment, and referrals. Outreach, intake, diagnosis, referral, and placement were to be the responsibility of the Gateway Centers, which were outreach offices in the city's slum areas. The centers were to be staffed jointly by HDC and MSES personnel. There were conflicts over the actual control of the Centers and the roles of the respective agencies. As a result, only a skeleton MSES staff remained in the Centers. Some HDC staff opined that MSES personnel could not cope with the needs of the disadvantaged, but were gradually learning as a result of experience in the Centers. MSES deemed the arrangement very unsatisfactory and unsuccessful. Similarly, when Neighborhood Centers were established with CEP funds, there was no basis for cooperation between MSES and HDC personnel in staffing these centers. Consequently, they are operated almost entirely by MSES with only token representation by HDC.

MSES had had similar objections to the role of JEVS in training. In general the Employment Service preferred that all training funds should come through the traditional MDTA channels established a few years earlier. However there was even disagreement over the MDTA program, between the school system and MSES. The school blamed ES for not recruiting sufficient trainees, for referring candidates who were unsuitable for such training programs, and for failure to place program graduates. MSES disputed the causes of the breakdowns in the MDTA program.

A Job Bank had been established in the Manpower Control Center. All manpower-related agencies were to list jobs and clients with the Control Center; through mechanized data processing the Center was to match applicants and jobs, or applicants and training slots. The MSES refused to participate with job listings, claiming in part that to contribute their job openings would be a violation of their commitments to employers. Also, MSES intake forms differed from a standardized form adopted by the other agencies; MSES was either unwilling or unable to conform the data collection to permit comparable utilization.

The St. Louis manpower programs were faced with a crisis in terms of finding employment for clients in the summer of 1967. Since placement was in large part the responsibility of MSES, many agencies attributed much of the cause to MSES. The backup of persons who had been through evaluations, remedial and even skill-training programs, and yet were still awaiting placement months later, was a severe problem in St. Louis.

COORDINATION AND DUPLICATION

Most of the areas of duplication and lack of cooperation have already been mentioned. Some of the most obvious problems are the multiplicity of efforts in job development and the non-cooperation among agencies in sharing job openings. Agencies with no job development component, or without access to job opportunities, could only contribute job-seekers to the Job Bank and not job openings. Other agencies, with both job-seekers and job openings, were unwilling to give up direct servicing of their clients for a central procedure which might not provide the same priority to their job-seekers.

The Gateway Centers set up under the Comprehensive Manpower Program were to perform tasks of outreach into disadvantaged neighborhoods, recruitment evaluation, and other services leading to referral to jobs or training; adequate supportive and follow-up services were also planned. The CEP program created another network of neighborhood outreach center--the Neighborhood Centers--with most of the same functions.

The CEP was providing funds to many of the same sponsor agencies and many of the same programs that CMP funded.

CEP had to be treated as a completely separate entity in terms of bookkeeping, records, and administrative accountability. These complications in the administrative and financial requirements imposed burdens on the individual agencies.

ADULT BASIC EDUCATION

ABE programs were fragmentized and lacked linkages to actual skill training and employment in many cases.

The structure of ABE programs in St. Louis results largely from the decision of the city's public school system that it could not meet the 10 percent matching requirement of the ABE-E&SEA program. Thus there was a vacuum in St. Louis with respect to this type of offering.

The first effort to compensate for this was the Voluntary Improvement Program, with volunteer staff and unstipended students. Some of the program's advantages were its dispersion throughout local centers in the slums, its low teacher-pupil ratio (1 to 2, or 1 to 3), and the enthusiasm and interest of the volunteer teachers. However, the program suffered from the fact that it is a part-time program, and not always able to maintain high quality staff and instruction. Its appeal is mainly to women, and its enrollment is overwhelmingly female.

Other ABE programs are operated by the University of Missouri and by subsidies to the schools from WEP-Title V and other programs. All the ABE programs in the city are plagued by a high incidence of dropouts; one-fourth to one-third of each group of enrollees fail to complete the course. The causes have not been fully determined; but it is known that one objection the disadvantaged have is that they do not see a definite connection between these programs and the job market--or even the acquisition of marketable skills. ABE programs are generally unstipended, which provides little incentive and often imposes actual hardships for poor enrollees.

Many of the individual training programs are supposed to have basic or remedial education components. In most cases these are not effectively implemented due to lack of staff, time, or low priority. St. Louis needs a comprehensive ABE program integrally linked with each of the work and training programs in the CMP.

FOLLOW-UP

Neither the CMP nor CEP had been in existence a full year at the time of the field visits. Thus it could not be expected that any comprehensive evaluations would have been made. However, CMP did include a data control center which presumably had the ability to track all applicants with sophisticated EDP methods, and record referrals, placements, and other factors, relating them to client characteristics.

This had not been done because of several difficulties with the system. One was the refusal of all agencies to cooperate in collection of standardized data and to refer all information to the center. A second problem was that the amount of computer time at Washington University (the locus for computer-use) was limited, and there were time lags. The control center was having a difficult time just keeping up with current applications and matchings, and was unable to assign any of its computer time to follow-up tracking.

The lack of follow-up meant that it was not possible to determine what had happened to the more than 20,000 persons who had registered at the Gateway Centers since their inception. The reasons for the high dropout rate in ABE or other programs were not known, or what became of persons who did not accept referrals to training programs. There had been an NYC program for over two years, but there was no information about the effect of NYC on employability and job retention. Likewise, the information about placements and job retention among MDTA-Institutional and OJT completers was not complete. A review of these issues was being undertaken at the time of the field visits.

SPRINGFIELD

BACKGROUND

The city of Springfield is in a largely rural area of southwestern Missouri. Located in Greene County, it is the largest town in the 11-county CAP area and the 15-county CAMPS planning area. Much of the background information and discussion refer to the 11-county CAP area, since programs for the entire area are planned and sponsored by the one CAA, the Ozarks Area Community Action Corporation (OACAC).

The area suffers from out-migration, particularly of younger persons. There is some movement from the outlying counties to Springfield or elsewhere in Greene County, but generally the potentially most productive citizens tend to leave the area. Population in the 11 counties is about 250,000; Springfield's population was 95,685 in the 1960 Census.

Of the stable population in the 11-county area, almost half the families have incomes below $3,000 per year; in the city of Springfield itself one-fourth the families are below the $3,000 mark. Only a little over one percent of the area's residents are Negro. Thirty percent of the adults over 25 years have less than an eighth-grade education; the rates range from 10 percent in Greene County to 62 percent in outlying counties.

The city of Springfield was estimated to have 1,500 unemployed, 1,740 underemployed, and 500 potential workers who had dropped out of the labor force.[3] All but 600 were white. The majority were females; women were very strongly concentrated in the underemployed category. More than 1,200 of the persons with employment handicaps had not completed eighth grade. Youth under 22 years accounted for 1,600 of those with employment problems.

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[3] Area Manpower Coordinating Committee, Report and Recommendations to Missouri Manpower Coordinating Committee, July 19, 1967.

Employment conditions are such that people from the outlying communities would have to commute to Springfield for work, but there is a critical lack of transportation facilities for commuting. There is some new industry in Springfield, which has difficulty in recruiting an adequate labor force because of the lack of transportation. New job opportunities are being created faster than the local training programs can provide qualified employees; employers are recruiting from nearby metropolitan areas for skilled workers.

TRAINING PROGRAMS

Table XIX summarizes training programs in the area. There were less than 3,000 openings in all the manpower programs.

OACAC serves as prime sponsor for most of the training activities in the 11-county area. OACAC was established with the assistance of the University of Missouri and began operations early in 1966. Manpower training programs under OACAC include Operation Mainstream, Neighborhood Youth Corps, a community OJT contract, and an overall manpower program known as HOPE (Help Ozarkians Plan Employment. HOPE centers provide outreach and recruitment, referrals, work experience sequences, counseling, ABE and prevocational education, job development, placement, and follow-up. They are staffed jointly by OACAC personnel and HRD technicians from MSES.

Manpower training programs outside the OACAC structure include MDTA-Institutional, vocational rehabilitation, vocational education; the latter charges tuition in its adult programs. The local office of the Division of Welfare has applied for a Title V program, but there was some doubt whether it would be funded, in view of the need for State CAMPS approval and the competing demands for funds.

The establishment of OACAC was sponsored in part, and welcomed, by MSES, vocational rehabilitation, and welfare agencies in the region. The agencies have been meeting to seek aid for the area from the Economic

Development Administration. Cooperative relationships existed before the establishment of CAMPS; the agencies are positively oriented toward development of a coordinated planning system.

Relationships between MSES and OACAC have been very positive thus far. Earlier criticisms of MSES in the southern Missouri area emphasized that it has not been oriented toward serving the disadvantaged. Reputedly it has seen its role as one of filling job requests with the most qualified applicants; it has cooperated with the entrance standards of employers, even where they were unrealistically high for very low-level poorly-paid jobs. An instance of orientation away from the disadvantaged is the nature of enrollment in the three MDTA-Institutional programs during the time of the survey; almost none of the trainees were qualified to receive stipends, under regulations that stipulated unemployment and inability to find suitable employment for a certain period of time. The programs were extremely small, only 52 slots altogether; over two-thirds of the Federal money had to be returned because stipends were not paid. MSES claimed that the disadvantaged population did not have the educational attainment and experience to enroll in courses for clerk-typists, cooks, and service station mechanics.

However the local Employment Service has become more aware of the need to serve the hard-core unemployed and disadvantaged, with the advent of the anti-poverty programs, the emergence of OACAC, and Federal emphasis on the disadvantaged in training programs. New requests for Federal manpower programs under MSES auspices are being developed jointly with the OACAC, which has a strong orientation toward the most disadvantaged. It is anticipated that orientation of MSES programs will change accordingly.

The employment picture for Springfield's youth is very dim. The city has 1,600 needy out-of-school youth: 900 unemployed, 440 underemployed, 260 who have dropped out of the labor force. It has been said that the best service the local Youth Opportunity Center can offer is information on jobs available in other parts of the country; there is little available locally. The local

NYC program was considered good, but quite small in terms of the needs of Springfield youth.

The OJT program in Springfield is sponsored by OACAC, and the director is attempting to develop jobs for the disadvantaged. Early results seemed to show a high rate of retention and follow-up for OJT placements. One difficulty reported was that jobs defined as apprenticeable by BAT cannot be used for OJT placements, even if the local employer has no intention of apprenticing the job. This was regarded as a loss of potential skill training positions for the manpower programs.

EDUCATION

There is a critical need for more extensive adult basic education for Springfield's unemployed. The educational levels must be raised if those out of work are to be trained for skilled jobs in new industry.

The only ABE programs are funded by OEO. One is for Head Start parents. The other is geared to trainees. It can serve 200 enrollees at 14 centers in 11 different counties. Trained staff have not been recruited yet for all the programs.

The Springfield Vocational-Technical School conducts vocational education for high school students, gives post-secondary technical training, has a cooperative work-employment program for high school students, and also conducts vocational training for adults on a fee basis. The severely disadvantaged are not represented in these programs.

The school is also responsible for the operation of MDTA-Institutional programs in Springfield. These courses have always been small and likewise have not enrolled the disadvantaged. The school has a full program of its own to run, and does not appear to be interested in expanding MDTA efforts. Its contention that more basic education is needed for the disadvantaged is valid; consideration should be given to incorporation of ABE into a prevocational sequence in future MDTA offerings. The school is well-equipped with facilities to handle skill training in a variety of occupations.

RURAL NEEDS

The overall impression of the training picture in Springfield is that the programs are pitifully small in terms of the needs of the population. It is in an area of general economic stagnation, where the plight of the severely deprived has received little special attention. An area like Springfield is likely to be handicapped in obtaining program funds because of the national emphasis on urban areas, where the critical needs have been far more obvious and pressing to the nation as a whole.

Chapter VIII

TRAINING PROGRAMS IN BOSTON, DALLAS, HUNTINGTON, MIAMI, PHOENIX, AND SEATTLE

In addition to the field surveys in the two site-cities in California and the two in Missouri, observations were extended to six additional cities. These, as explained in Chapter I, were in the six-State group where Greenleigh Associates was simultaneously conducting a study for USES, bearing on the HRD program.

Information on training programs in these six cities is presented to indicate (a) the proximate sufficiency of training efforts, in terms of community needs; (b) the amounts and types of training offered; (c) some of the major problems reported by program administrators. The central focus in the six-city group was on the relationship of the Employment Service to training programs in each community.

NEEDS AND RESOURCES

BOSTON

Boston is the central city in a Standard Metropolitan Area with a population of 2.6 million in 1965. In March 1967 the unemployment rate in the area was 3.4 percent, with about 45,500 persons unemployed.[1] In the slums of South Boston, the unemployment picture was much worse; there were about 58,000 people living there in November 1967, and the unemployment rate was 6.8 percent.[2] The sub-employment rate, inclusive of those working less than full time for economic reasons or at less than a living wage, was estimated at close to 25 percent.

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[1] Boston CAMPS, Boston Area Plan for Fiscal 1968.

[2] U. S. Department of Labor, Sub-Employment in the Slums of Boston.

The number of adult training slots in Boston total about 9,000; this is inclusive of newly allocated CEP slots, and also includes pre-apprenticeship and prevocational preparation, and regular unstipended vocational education. Approximately 800 persons could be enrolled in regular ABE programs. About 1,300 youth could be enrolled in Neighborhood Youth Corps and related programs. By and large the estimated number of slots relate to a two-year period, covering most of fiscal 1967 and plans underway for fiscal 1968. Most of the programs were still working on fiscal 1967 slots, and programs which had been funded for 1968 had begun operations only at a skeletal level. The estimated totals do not signify the level of effort at any one point in time. There were, for example, less than 3,000 persons actually enrolled in all the training and education programs in the city at the time of the field visit. Table XX provides a summary listing of Boston's training programs.

DALLAS

The economic outlook in the metropolitan area is very encouraging. Unemployment of 1.8 percent is at its lowest rate since World War II. Continued expansion of the labor market is expected. The main manpower problem for the area as a whole is to provide the labor supply to meet the expected demand. According to CAMPS, this must include attracting new workers into the labor force simultaneously with upgrading and improving the skills of the currently employed.

There were an estimated 11,450 persons unemployed in Dallas in the spring of 1967; 5,400 were males. Youth under 22 accounted for 3,380 of the unemployed; 1,920 were between 45 and 64 years of age. There are however many underemployed and low-income workers not counted in these totals. If this group is included, the target population for manpower training and related programs could be raised to well over 2,000.[3]

Conditions are not uniformly so sanguine throughout all of Dallas. In Dallas County, particularly in urban South and West Dallas, there are 12 census tracts with a high concentration of low-income residents. Many of them make up the core of the area's unemployed, underemployed, labor market dropouts, and school dropouts. Minority groups, particularly Negroes and Spanish-Americans, comprise a high proportion of the disadvantaged.

Even in the tight labor market Dallas employers continue to set employment requirements which may be unrealistically high, seeking education and skills and experience which go beyond the demands of particular jobs. Employers, assisted by the Employment Service, are trying to "break down" jobs. Efforts are underway to define entry level jobs as such, and provide employment opportunities for the disadvantaged and for training program completers.

Ongoing training activity in Dallas reflects the demand for a trained labor supply, and the outreach and search for workers that employers are undertaking. There are a large number of OJT slots, primarily in large employer-conducted programs. There are programs for Indians and migrant workers in surrounding areas, which include relocation in Dallas or its immediate environs.

There were some 2,500 adult training slots reported at the time of the field visit. Nearly all were in OJT or Coupled OJT; only 100 were in a work-experience program. In addition there were about 600 Neighborhood Youth Corps positions. An ABE program was expected to accommodate 1,500 to 2,000 enrollees. Table XXI provides a summary listing of programs in Dallas. There are several proposals for additional training programs, including a sizable Multi-Purpose Neighborhood Center training program.

While other cities report manpower and training efforts are often insufficient to meet the needs of the unemployed and disadvantaged, Dallas CAMPS concentrates on the fact that even if the use of slots is maximized, "trainees will fall far short of the needs of industry in the area in Fiscal 1968." The problems of job development are not so acute in Dallas; presumably jobs will be available if candidates can be recruited and trained to an adequate level.

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[3] Dallas Manpower Coordinating Committee, The Dallas Cooperative Manpower Plan, FY 1968.

HUNTINGTON

Huntington is the social and economic center of four contiguous counties which together have been designated as one planning unit for the West Virginia Cooperative Area Manpower Plan. In 1960 the population of Huntington was 83,627; the population of the Economic Region (as it is called) was 191,905. Huntington is also regarded as the center of a Standard Metropolitan Statistical Area which includes two of the above four counties, and also two counties not in West Virginia; population of this SMSA was 254,780. The problems in planning economic development are complicated for a city like Huntington, which is located in different areas for different planning purposes.

For labor market purposes, the entire six-county area can be considered together; there is generally movement and competition for the same jobs within the area, and development is generally conceived on an area-wide basis. Estimates for 1966 show a work force of 106,930 in the six-county area, of which 5,580 were unemployed--an unemployment rate of 5.2 percent. Huntington itself is divided between two different counties. In 1960 nearly 40 percent of the families in one of these counties had incomes below $3,000; the proportion in the other county was about one-fourth of the families.[4]

Huntington's training programs, as shown in Table XXII, included 268 training slots for adults, 100 Neighborhood Youth Corps positions, and 1,300 ABE slots; 900 of the latter were for full-time WEP-Title V enrollees. Vocational rehabilitation and vocational education also provided some training for people in Huntington.

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[4] West Virginia CAMPS, The West Virginia Cooperative Area Manpower Plan, FY 1968.

MIAMI

Manpower planning for Miami must reflect conditions throughout Dade County. According to the 1960 Census the population was 292,000 in Miami and 935,000 in Dade County; 1966 estimates placed the population of Dade County at 1,145,000, including nearly 100,000 Cuban refugees. The total work force was estimated at 480,900 in April 1967, and the number of unemployed at 13,600. Sub-employment rates are much higher. There are many, including refugees, who are not part of the labor force because they lack certain skills or language abilities.[5]

As can be seen from the summary listing in Table XXIII, there were about 1,500 adult training and work experience slots, plus MDTA-Institutional slots; there were proposals to create several hundred more OJT slots. There were also nearly 2,000 positions for youth in Neighborhood Youth Corps and a special MDTA program. A large ABE program reported serving over 2,000 students in the first half of 1967 and providing English classes for over 4,000 persons last year; these were largely in response to needs created by the recent in-migration of Cuban refugees. There were also training activities in vocational rehabilitation and in vocational education. The latter had a considerable number of adult courses which were on a tuition-charge basis.

PHOENIX

Early 1967 estimates put the population of Phoenix at 506,000, and the population of the metropolitan area (which is coterminous with Maricopa County) at 902,000. The county had a labor force of about 330,800; this included about 13,000 unemployed persons. Those employed below the poverty level were estimated at 30,000; the underemployed numbered 7,500; the number of potential workers not in the labor force presently was calculated to be 27,000. This would total something over 70,000 persons who were handicapped in terms of employment. The county also has about 23,000 youth in the 16-21 age bracket who are high school

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[5] Dade County Cooperative Area Manpower Plan, FY 1968.

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dropouts; it is expected that there will be about 6,000 more this year. About one-fourth of the county's total unemployment is accounted for by the unemployed youth.[6]

In the main poverty area in Phoenix, the unemployment rate was estimated at over 13 percent, more than four times that of the county as a whole in November 1966. This meant 1,765 unemployed, out of a labor force of about 13,400 in the slums. The sub-employment rate for this group was estimated at 42 percent. For the area's teenagers, the unemployment rate was 27 percent. Among the unemployed in the area, 74 percent did not graduate from high school; 40 percent did not go beyond the eighth grade. Two-thirds of the residents of this poverty area are either Negro or Mexican-American, although these two groups account for only 15 percent of the population of Maricopa County as a whole.[7]

Training programs in Phoenix are summarized in Table XXIV. There were about 2,000 adult work and training slots, over 300 of them in straight work-experience positions. There were less than 500 work or training slots for out-of-school youth in 1967, over 400 for in-school Neighborhood Youth Corps, and over 1,000 summer slots; fiscal 1968 allotments were not known at the time. ABE funds had been used up. Other programs with manpower-related activities were being set up, including OIC and CEP.

SEATTLE

Seattle is the center of a Standard Metropolitan Statistical Area with population estimated at 1,252,000 in July 1966. Half the area's population has generally been in the city of Seattle. In February the civilian labor force was placed at 581,000, with 21,400 being unemployed. An estimated 28,000 families, of the total 319,000 families in the metropolitan area, have incomes below the $3,000 poverty level.[8]

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[6] The Arizona Cooperative Area Manpower Plan, 1968.

[7] U. S. Department of Labor, Sub-Employment in the Slums of Phoenix.

Table XXV lists training programs in Seattle. It shows about 1,500 adult training slots, 350 slots in ABE and work-experience, and 570 Neighborhood Youth Corps positions. The Seattle Opportunities Industrialization Center, which is fairly new, will provide prevocational and skill training to some clients along with its other services.

PROBLEMS

The quality and level of the training content was one of the areas of most frequent concern. In most cities there was an inadequate amount of Adult Basic Education. In many places the absence of a prevocational sequence made it difficult for the most disadvantaged to participate in training programs.

In nearly every city there were complaints that MDTA training was for the lowest entry-level jobs only. In Miami, for example, people with large families could make more in training programs (inclusive of the allowance-supplements for dependents) than they would be paid on the jobs they were being trained for. In Seattle some agencies contended that MDTA enrollees were kept in an ABE course which was used as a holding operation; the most capable were creamed off into vocational training, and the others "were lucky if they got training as dishwashers." As elsewhere, Neighborhood Youth Corps was often just a holding operation or an income subsidy, without any serious attempt at job training; in some cities there were definite and commendable differences between the in-school and out-of-school components on this point.

Recruitment was a major problem in most of the cities. In spite of serious unemployment problems, many programs were undersubscribed. Sometimes this was due to problems in developing work sites or training slots, rather than to a lack of candidates. In some cities, however, it was extremely difficult to recruit hard-core unemployed for these programs, especially males. In general, many more women could be reached by the programs; often this was because women already had more contacts with agencies involved with programs, such as welfare departments.

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[8] State of Washington, Comprehensive Area Manpower Plan, Fiscal 1968, Seattle-Everett, Part 2.

Another reason cited was that men were not willing to accept low training rates, or enroll in non-stipended programs, when they had the possibility of picking up temporary work at higher pay rates. This practice was described as "catching the breaks" in the South, and "shaping up" in the North; it was reported to be a serious factor obstructing recruitment in the southern cities. The practice of gathering on street corners, waiting to pick up day work at the best possible rates, was an ingrained practice. The work attitudes and habits created by years of "catching the breaks" were not conducive to successful enrollment in training programs.

In some cities local administrators seemed unaware of the national emphasis on the disadvantaged in MDTA programs, particularly in OJT.

Many programs were plagued by long-time lags in funding. Often this meant that job vacancies which existed at the time the training course was certified were no longer in existence by the time people were trained. It also means that trainees originally recruited are lost to the program, either because they grow tired of waiting, or because they have picked up even a poor job which they were unwilling to leave for what seems to be a very ephemeral training program.

Job development, both the lack of it and the duplication of efforts toward it, was a pervasive problem in all the cities surveyed. In Huntington the local OJT found many of the local possibilities claimed by a competing Statewide program. In Miami it was reported that every program does its own job development; no agency relies on another to conduct this function, nor has there been any attempt to set priorities among agencies as to job development and placement.

The lack of information about other programs is a problem in all the cities. Dallas was hoping that CAMPS will provide the information exchanges and program coordination. CAMPS in Phoenix was viewed as making an improvement in what had been a disconnected array of programs.

Broader awareness of other programs, as well as more information exchange and useful coordination, were reported in those cities where many programs were channeled through a prime sponsor. This seemed to build in interrelationships among programs which was extended to contacts with other agencies. In Boston there was a cohesive training structure with most programs channeled through the local CAP agency; there were many linkages among the various programs and nearly all had connections with the Neighborhood Employment Centers or the Orientation Centers.

RELATIONS WITH EMPLOYMENT SERVICE

The kind of linkages between training programs and local ES varies considerably from city to city. The division of roles and responsibilities takes many different forms. The quality of the relationship varies from highly amicable to extremely critical.

In Boston the ES has delegated many of its traditional functions to the local CAP agency, ABCD (Action for Boston Community Development). ABCD community centers have ES people outstationed, and together the two agencies operate a coordinated placement service. They use a teletype system to distribute information about job vacancies immediately to each of the Neighborhood Centers located in the poverty areas of the city. Outreach for all the manpower programs is ABCD's responsibility. ES recruits mainly for MDTA-OJT projects; it screens and tests for MDTA-Institutional and OJT, and recruits but does not test for NYC. In general the various agencies in Boston seem to feel that the division of responsibilities has worked out advantageously. Most of the agencies reported good working relationships with the ES and general satisfaction with its performance with respect to their programs.

Distribution of responsibilities appears to be less highly organized in Dallas. Of the eight job training programs reporting ES relationships, ES recruits for four and screens or tests for six. Most of the programs report good working relationships with ES. There were some who viewed ES job development and placement activities as inadequate, and recruitment as unselective. ES, on the other hand, reports that many of the training programs are duplicating its efforts and is critical of their operations.

Huntington, the smallest city in the survey, has the least training activity and also the least rationalized administrative or coordinating structure. Some program administrators consider that the ES lacks interest in the training programs and would prefer to continue to operate with its traditional clientele. ES for its part complains that training programs are providing counseling and job placement which ES is better qualified to perform.

Several of the training programs in Miami, including three MDTA programs, are run directly by ES. Most of the other programs reported some relationships with ES, either in recruiting, testing, and/or screening, but some dissatisfaction was expressed about the quality of these services. ES has outstationed workers in a few of the neighborhood centers, but the big problem in outreach is reaching men. All agencies have been far more successful in recruiting women, and ES has not been able to break this pattern.

Many program administrators contended that ES was not effective in job placement. ES claimed that quality of training in the programs was often inadequate, and that program completers were not qualified for employment. It was critical of programs which trained people in occupations for which there were no vacancies; it contended that entrance requirements for programs should be lowered, preferably with more prevocational offerings added, so that the most disadvantaged could be referred to them.

ES resented the job placement activities of the training programs. At the same time the program administrators contend that their placement activities were necessitated by ES's inadequacy.

In Phoenix most of the training programs report some contact with ES, usually minimal. ES recruits and screens enrollees for the MDTA programs; it also performs recruitment services for the Nelson program, and testing or screening for a variety of programs, including Neighborhood Youth Corps, Nelson, WEP-Title V, and Indian Employment Assistance.

As for job placement, NYC refers completers to the Youth Opportunity Centers, and MDTA and Scheuer programs make referrals to ES for this purpose. There are joint job development and placement activities with the Bureau of Indian Affairs.

It was expected that the overall impact of ES on training programs in Phoenix would change when CEP actually got under way in October, since this would result in transfer of a large number of ES personnel to other centers to staff new activities. This might create serious problems for ES which already considers itself understaffed; a large number of ES personnel will be deployed for the new programs.

There is a large number of training and related programs in Seattle and most of them have some relationship with the Employment Service. Aside from its mandatory role in recruitment, screening, and placement for MDTA programs, ES--through its Youth Opportunity Centers--performs most of these functions for the various Neighborhood Youth Corps programs as well. In the areas of job placement, many training administrators indicate ES does not have much more than a formal relationship to the training programs.

ES appears to be exceptionally active and perceptive in outreach. It is frequently able to reach and recruit the extremely disadvantaged, only to find that the training programs are unable or uninterested in accommodating them. ES has observed that the training programs can only meet a part of the problems, because they do not often train beyond the entry level; they do not prepare people sufficiently for decent jobs, which is their real need.

In one program where there is a particularly constructive relationship with ES, the program administrator admits there have been some inadequacies in the services performed for his program by ES. But he contends that the training program should not try to correct the problem by duplicating the functions of ES or trying to compete with it.

Table I

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds	
			Fiscal 1967 Allocations	Fiscal 1968 Allocations
Manpower Development and Training Act of 1962, as amended.				
Title II, B-Section 231	MDTA, Institutional Training	LABOR-BES. HEW-OE-DMDT.	$231,500,000	$210,800,000
Title II, Section 202(j), (1)	MDTA, Part-Time and Other-Than Skill	HEW-OE-DMDT. LABOR-BES.	--	32,328,000
Title II, A-Section 204	On-The-Job Training	LABOR-BAT;[a] LABOR-BES.	25,700,000	33,540,000
Title II, A-Section 204	Coupled-OJT	LABOR-BES; LABOR-BAT.[a] HEW-OE-DMDT.	89,800,000	60,832,000
Title II, C-Section 241	MDTA Training For Redevelopment Area Residents	LABOR-BES; LABOR-BAT.[a] HEW-OE-DMDT. COMMERCE-EDA.	(24,000,000) included in above MDTA funds	(22,000,000) included in above MDTA funds

Table I (continued)

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds Fiscal 1967 Allocations	Federal Funds Fiscal 1968 Allocations
Title II, D–Section 251	MDTA Training – Correctional Institutions	LABOR–BES; LABOR–BAT. [a] HEW–OE–DMDT.	--	--
Title I	Experimental and Demonstration Programs	LABOR–OMPER. [b]	$ 25,295,000	$ 24,219,000
Executive Decision of the President. (Based on MDTA; EOA.)	Ghetto Aid Program	LABOR–MA. COMMERCE–SBA.	N.A. [c]	N.A.
Executive Decision, President's Report to Congress, March 1967. (Based on MDT Act and Economic Opportunity Act)	Concentrated Employment Program (CEP)	LABOR–MA	24,806,000 program support from OEO.	55,000,000 program support from OEO.
Economic Opportunity Act [d] of 1964, as amended to 1966				
Title I, A	Job Corps	OEO–Job Corps	209,155,000	285,000,000
Title I, B	Neighborhood Youth Corps	LABOR–BWTP.	372,395,000	281,000,000 [e]
Title I, D	Special Impact Programs	LABOR–BWTP.	--	20,000,000

Table I (continued)

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds	
			Fiscal 1967 Allocations	Fiscal 1968 Allocations
Title II - Section 205 (d)	Community Employment and Betterment (Operation Mainstream)	LABOR-BWTP.	$ 36,436,000[f]	$ 44,300,000[f]
Title II - Section 205 (e)	New Careers	LABOR-BWTP.	35,613,000	27,700,000
Title II - Section 205 (and MDTA - Title II, Parts A and B; PWEDA).	Operation SER - Spanish-American Programs	LABOR-MA OEO-CAP.	200,000	300,000
Title II - Section 205 (a)	Manpower Programs (in Community Action Programs)	OEO-CAP.	13,200,000 (plus 6,800,000 for OIC)	15,000,000 (plus 6,000,000 for OIC)
Title II - Section 205 and 211-3	Adult Basic Education (in Community Action Programs)	OEO-CAP.	18,000,000	17,000,000[g]
Title II - Section 205	Indian Training Programs	OEO-CAP-SP-Indian Division	N.A.	5,500,000
Title II - Section 207	Research and Demonstration	OEO-CAP-R and D.	4,200,000[h]	N.A.

Table I (continued)

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds	
			Fiscal 1967 Allocations	Fiscal 1968 Allocations
Title III - Part B - Section 311	Migrant and Seasonal Farm Workers	OEO-CAP-SP-Migrant Division.	$ 17,000,000	$ 17,000,000 [i/]
Title V	Work Experience and Training Programs	HEW-SRS-APA; HEW-OE-DMDT. LABOR-BES; LABOR-BAT; [a/] LABOR-BWTP.	99,823,000	45,000,000
Vocational Education Act of 1963. Smith-Hughes Act of 1917. George-Barden Act of 1946.	Vocational Education	HEW-OE-BAVLP.	208,000,000 [i/]	216,121,000 [i/]
Vocational Education Act of 1963	Work-Study	HEW-OE-BAVLP.	10,000,000	10,000,000 [e/]
Elementary and Secondary Education Act, as amended in 1966				
Title III	Adult Basic Education	HEW-OE-BAVLP.	29,200,000	40,250,000

Table I (continued)

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds	
			Fiscal 1967 Allocations	Fiscal 1968 Allocations
Vocational Rehabilitation Act, as amended				
Chapter 4, Section 31, et seq.	Vocational Rehabilitation	HEW-SRS-RSA.	$ 58,000,000[j/]	$ 62,500,000[j/]
Social Security Act, as amended 1965				
Title II, Section 222 (d)	Vocational Rehabilitation for Social Security Disability Beneficiaries	HEW-SRS-RSA.	2,200,000	5,200,000[j/]
Title IV, Section 409	Community Work and Training (AFDC-UP Recipients)	HEW-SRS-APA.	--	40,000,000[k/]
National Apprenticeship Act of 1937	Apprenticeship and Training Program	LABOR-BAT.	8,256,000	8,401,000

Table I (continued)

Summary Listing of Federally Supported Training Programs

Legislative Authorization	Program	Administering Federal Agency	Federal Funds Fiscal 1967 Allocations	 Fiscal 1968 Allocations
Veterans' Pension and Readjustment Assistance Act of 1967.				
Title III	Education and Training for Veterans	Veterans Administration.	--	$ 18,300,000 (for OJT component only)
Adult Indian Vocational Training Act, P.L. 84,969 as amended. Education and Welfare Services Act.	Adult Education, Vocational Training, and Employment Assistance for American Indians	Interior-BIA.	$ 17,236,000 (for manpower activities only)	21,097,000 (for manpower activities only)
Basic Laws Governing Operation of Bureau of Prisons, Title 18	Educational and Vocational Training for Federal Prisoners	JUSTICE-BOP.	3,400,000[1]	3,600,000[1]

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a/ As of December 19, 1967, the duties of BAT with respect to OJT programs have been transferred to the Bureau of Work-Training Programs (BWTP), which was formerly the BWP.

b/ As of October 23, 1967, OMPER was dissolved and its functions absorbed directly into the Office of the Manpower Administrator.

c/ N.A. means information was not available.

d/ This listing does not take into consideration the changes in training programs affected by the EOA Amendments of 1967. These changes expand Title I, B to include NYC, New Careers, Operation Mainstream, a general work and training program for out-of-school youth and adults, and legislative recognition for the Concentrated Employment Program. All of these would be encompassed in a local community's Comprehensive Work and Training Program. There is an appropriation of $53 million for OEO for Comprehensive Employment activities in Fiscal 1968. Many of the EOA programs are now authorized under different Section numbers.

e/ This excludes the $10 million appropriated in NYC and earmarked for transfer to HEW for conduct of the Vocational Education Work-Study program. This amount is shown here as the Fiscal 1968 allocation for Work-Study.

f/ Includes $10,000,000 for the Foster Grandparent Program.

g/ An estimated amount of the total CAP budget which may be used for ABE programs.

h/ Estimated amount of 1967 R and D funds used in job training programs.

i/ Estimated amount of funds to be expended on adult job training, basic education, and related manpower activities.

j/ Estimated amount of funds to be expended for job training and vocational education. Excludes amounts for other programs and services.

k/ Includes $6.212 million for Day Care and administration services.

l/ Includes an estimated $1.8 million for Fiscal 1967 and $2.0 million for Fiscal 1968 in funds derived from profits on prison industries.

SOURCE: Fiscal data complied from information supplied by Bureau of Budget and agency estimates. Other data derived from legislative and administrative documents and reports.

Table II

Program Characteristics: Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Administering Federal Agency	Offerings[a]	Trainee Allowances	Target Population	Program Activities, Fiscal 1967 Number of Enrollees	Number of Completions	Fiscal 1968 (Program Goals) Number of Slots	Stipulated State Allotment Formula	Matching Required
1. MDTA, Institutional	LABOR-BES; HEW-OE-DMDT	V*, P, B	Yes	Unemployed, under-employed, low-skilled, disadvantaged, obsolescent-skilled.	162,400[b]	100,100[b]	95,000 (excluding CEP)	Yes	Yes
2. MDTA, Part-time and Other-Than-Skill	LABOR-BES; HEW-OE-DMDT	V, P, B	Yes	Unemployed, under-employed, low-skilled, disadvantaged, obsolescent-skilled.	-0-	-0-	50,000 (excluding CEP)	Yes	Yes
3. MDTA, On-the-Job Training (OJT)	LABOR-BAT;[c] LABOR-BES.	V	Yes	Unemployed, under-employed, low-skilled, disadvantaged, obsolescent-skilled.	75,700[b]	32,100[b]	58,000 (excluding CEP)	Yes	No
4. MDTA, Coupled	LABOR-BES, LABOR-BAT;[c] HEW-OE-DMDT	V*, P, B	Yes	Unemployed, under-employed, low-skilled, disadvantaged, obsolescent-skilled.	22,600[b]	9,600[b]	36,000 (excluding CEP)	Yes	Yes
5. MDTA, Experimental & Demonstration (E and D)	LABOR-OMPER[c]	V, P, B, O	Yes	Hard-to-reach; disadvantaged youth; hard-core unemployed; older workers; minority groups.	D.N.A.[d]	D.N.A.	D.N.A.	No	No
6. MDTA, Training for Redevelopment Area Residents	LABOR-BES, LABOR-BAT;[c] HEW-OE-DMDT; COMMERCE-EDA.	V*, P, B	Yes	Unemployed and under-employed in redevelopment areas.	14,100[b]	8,700[b]	(13,700 included in above MDTA figures)	No	No
7. MDTA, Correctional Institutions	LABOR-BES, LABOR-BAT;[c] HEW-OE-DMDT	V, P, B, O	Yes	Inmates of correctional institutions.	-0-	-0-	(5,000 included in MDTA-Institutional)	No	No

Table II (continued)

Program Characteristics: Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Administering Federal Agency	Offerings[a]	Trainee Allowances	Target Population	Program Activities, Fiscal 1967 Number of Enrollees	Program Activities, Fiscal 1967 Number of Completions	Fiscal 1968 (Program Goals) Number of Slots	Stipulated State Allotment Formula	Matching Required
8. Apprenticeship and Training	LABOR-BAT	V	No (receive wages)	General	278,000	28,000	294,000	No	No
9. Ghetto Aid	LABOR-MA	V, P, B, W, O	Depends on source of funds.	Hard-core disadvantaged.	-0-	-0-	N.A.[e]	No	Depends on source of funds.
10. Concentrated Employment Program (CEP)	LABOR-MA	V, P, B, O	Yes, depending on source of funds.	Hard-core unemployed and disadvantaged in selected areas.	-0-[f]	-0-	115,400	No	Depends on source of funds.
11. Operation SER Spanish-American Programs	LABOR-MA OEO-CAP	V, P, B, O*	Yes, depending on source of funds.	Spanish-surname persons of low-income in 11 urban areas in five states which have large Spanish-American populations.	D.N.A.	D.N.A.	N.A.	No	Depends on source of funds.
12. Neighborhood Youth Corps (NYC)	LABOR-BWP[c]	W*, P, B, V, O	Yes	In-school youth or[g] dropouts 16-21 yrs. from poverty families.	761,636 in 512,727 slots.	N.A.	321,000 slots for 483,000 enrollees.	Yes[h]	Yes
13. Community Employment and Betterment (CEB, Nelson)	LABOR-BWP[c]	W*, V, O	Yes	Chronically unemployed adults in poverty.[i]	7,968[i]	N.A.	86,700 slots for 130,000 trainees in CEB, NC, SI combined.	Yes[h]	Yes
14. New Careers (Scheuer)	LABOR-BWP[c]	V*, O	Yes	Adults below poverty[i] level.	4,447[i]	N.A.	(12,100 included in above figure)	Yes[h]	Yes
15. Special Impact (Kennedy-Javits)	LABOR-BWP[c]	V, O, W	Yes	Unemployed and below poverty level in urban poverty areas.	4,000[i]	N.A.	(64,400 slots included in above figure)	No	Yes

Table II (continued)

Program Characteristics: Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Administering Federal Agency	Offerings[a]	Trainee Allowances	Target Population	Program Activities, Fiscal 1967 Number of Enrollees	Program Activities, Fiscal 1967 Number of Completions	Fiscal 1968 (Program Goals) Number of Slots	Stipulated State Allotment Formula	Matching Required
16. Migrant and Seasonal Farm Workers Program	OEO-CAP-SP-Migrant Division	P, B, and O	Yes, for some trainees.	Migrant and seasonal farm workers and their families. Only heads of families, usually male, eligible for allowances.	28,000	N.A.	28,000	No	No
17. Manpower Components of Community Action Programs	OEO-CAP	P, V and O	No, not usually.	People below poverty level.	198,800[k]	D.N.A.	319,800[l]	No	Yes
18. Adult Basic Education in Community Action Programs	OEO-CAP	B and O	No	Over 18, below poverty level, and with low education.	50,000 (estimated)	N.A.	70,000 enrollees	No	Yes
19. Indian Training Programs	OEO-CAP-SP-Indian Division	P, V, B and O	Yes, for some trainees.	Indians over 16 on Federal reservations, unemployed, poor, or educationally disadvantaged.	N.A.	N.A.	N.A.	No	No
20. Research and Demonstration (R and D) in Community Action	OEO	P, B, V, O may be included for research purposes.	Depends on type of study.	People below poverty level.	D.N.A.	D.N.A.	D.N.A. Goals are research, not training.	No	No
21. Job Corps	OEO-Job Corps	B, P, V, W and O	Yes	Disadvantaged[m] youth 16-21.	41,883[n]	N.A.	39,000 slots for 117,000 enrollees.	No	No

Table II (continued)

Program Characteristics: Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Administering Federal Agency	Offerings[a]	Trainee Allowances	Target Population	Program Activities, Fiscal 1967		Fiscal 1968 (Program Goals) Number of Slots	Stipulated State Allotment Formula	Matching Required
					Number of Enrollees	Number of Completions			
22. Adult Basic Education	HEW-OE-ABE	B, P, and other	No	By law, all over 18 without high school diplomas are eligible. Actual emphasis on below 8th grade, with priority to those below 5th grade. Unemployed, heads of families, and welfare recipients are also designated as special targets.	400,000 (estimated)	38,000 (estimated)	345,900 enrollees plus 52,500 R & D.	Yes	Yes
23. Vocational Education	HEW-OE-BAVLP	V* also P & B now	No	Anyone who can benefit from voc. ed.	N.A.	N.A.	7,000,000	Yes	Yes
24. Work-Study Program	HEW-OE-BAVLP	W	Yes (in form of subsidized wages).	In-school youth enrolled in vocational education.	N.A.	N.A.	None[c]	Yes	Yes
25. Vocational Rehabilitation	HEW-SRS-RSA	B, P, V, O*	In some cases.	Handicapped	139,000 received training.	N.A.	185,000 to receive training.	Yes	Yes
26. Vocational Rehabilitation-Disability Beneficiaries	HEW-SRS-RSA; HEW-SSA	B, P, V, O*	No (receive Soc. Sec. disability allowances).	Recipients of Soc. Sec. disability benefits	N.A.	N.A.	N.A.	No	No
27. Work Experience and Training (Welfare Recipients)	HEW-SRS-APA; HEW-OE-DMDT. LABOR-BES; LABOR-BWP; LABOR-BAT[c]	W*, B, P, V, O	Trainees receive public assistance or equivalent amounts plus Training related expenses.	Welfare recipients and others eligible to receive public assistance.	128,393 in 95,400 slots.	29,975	54,500 trainees in 30,230 slots.	No	No

Table II (continued)

Program Characteristics: Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Administering Federal Agency	Offerings a/	Trainee Allowances	Target Population	Program Activities, Fiscal 1967 Number of Enrollees	Program Activities, Fiscal 1967 Number of Completions	Fiscal 1968 Program Goals Number of Slots	Stipulated State Allotment Formula	Matching Required
28. Community Work and Training p/	HEW-SRS-APA	W*, B, P, V, O	No (public assistance recipients). Receive supplements for training-related expenses	Parents receiving AFDC-UP.	13,600 q/	D.N.A.	N.A.	No	Yes

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a/ B = Basic Education; P = Prevocational Education; V = Vocational Training; W = Work Experience; O = Other services, variously supportive; * Indicates primary offering, if any.

b/ Estimated distribution of actual institutional and OJT enrollments and completions.

c/ Reorganizations of October 23 and December 20, 1967, in the Manpower Administration have made the following changes: 1) the Bureau of Work Programs (BWP) has been redesignated the Bureau of Work-Training Programs (BWTP); 2) the BAT's responsibilities in MDTA, EOA, and Social Security Act programs have been transferred to the BWTP; 3) OMPER has been dissolved and its functions absorbed directly into the office of the Manpower Administrator.

d/ D.N.A. = Does Not Apply.

e/ N.A. means information not available.

f/ Program was actually begun in June 1967. There were very few, if any, enrollees between that time and the end of Fiscal 1967.

g/ The 1967 EOA Amendments provide an NYC program for high school youth only; out-of-school youth would be included in the new Comprehensive Work and Training Program.

h/ Becomes part of the Comprehensive Work and Training Program established by the 1967 EOA Amendments. Under the new provisions, the Director of OEO may establish the criteria for distribution among the States, taking into consideration such factors as population, unemployment, and family income levels.

i/ Part of the new Comprehensive Work and Training Program; this will be opened to out-of-school youth.

j/ These figures represent enrollment opportunities.

k/ Includes 110,000 referred to other programs or employment, 80,000 receiving direct or supportive services, and 8,800 enrolled as trainees in OIC programs with CAP funds.

l/ Includes 172,000 to be referred, 135,000 to receive direct or supportive services, and 12,800 to be trained in Opportunities Industrialization Centers.

m/ Under the 1967 EOA Amendments, the age range is 14 through 21 years.

n/ Number of enrollees on board at end of year, June 30, 1967.

o/ It was expected that this program would be discontinued in fiscal 1968. However, some funds have now been set aside for the program.

p/ The 1967 amendments have made considerable changes in this program, to take effect July 1, 1969.

q/ Average monthly number of participants during period from July 1966-May 1967.

Table III

Trainee Allowances (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Allowance	Duration of Allowance
1. MDTA, Institutional	Basic allowance equals State's average weekly unemployment compensation payment. Extra for dependents. Transportation and subsistence for away-from-home training. Youth (other than N.Y.C. completers) receive $20 per week.	104 weeks maximum.
2. MDTA, Other-than-Skill and Part-time	Same as MDTA Institutional, except for part-time trainees who receive $10 per week.	
3. MDTA, OJT	Employer pays entry wage rate or prevailing minimum wage for the industry, with progress increments. Employers receive subsidies up to $25 per week per trainee. BES may pay additional cost-of-training allowances to trainees.	No legislative limit but administrative decision limits all projects to maximum of one year.
4. MDTA, Coupled	As Institutional and OJT for time spent in each component.	104 weeks maximum.
5. MDTA, E. and D.	Same allowance as Institutional or OJT, depending on type of project.	Duration of Project.
6. MDTA, RAR	Same allowances as MDTA - Institutional.	104 weeks maximum.
7. MDTA, Correctional	Incentive payments of $20 per week, paid to reserve fund, balance in which may not exceed $750. $5 per week per dependent, up to total of six dependents, given to dependents.	Up to 52 weeks.
9. Five Cities (Ghetto Aid)	Whatever allowance applies to funding source.	Varies according to funding source.
10. CEP	Whatever allowance applies to funding source (E.g., if MDTA funds are used, MDTA allowances apply.)	Varies according to funding source.

Table III (continued)

Trainee Allowances (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Allowance	Duration of Allowance
11. SER Spanish-American	Whatever allowance applies to funding source.	Varies according to funding source.
12. Neighborhood Youth Corps	$1.25 per hour minimum.	Up to 15 hours weekly for in-school enrollees, 40 hours weekly for out-of-school enrollees.
13. Community Employment and Betterment	Prevailing wage rate or Federal or State [a] minimum, whichever is higher.	
14. New Careers	As above.[a]	
15. Special Impact	Prevailing wage rate or Federal or State minimum,[a] whichever is higher.	
16. Migrant Farm Workers	Stipends, varying according to geographic area and size of family, are given to some participants selected to receive allowances by committees of migrant workers.	Varies from one month to one year according to program.
19. Indian Training Programs (OEO)	Usually State MDTA allowances. Otherwise minimum wages where the above does not apply.	As above.
20. OEO-Research and Demonstration	Same allowances as applicable to types of projects under study.	Varies depending on type of project under study.
21. Job Corps	Room and board plus $30 per month (taxable).[b] Increases for trainee leaders. Lump sum clothing allowance of $75. After separation $50 for each month of satisfactory participation.	Two years maximum.

Table III (continued)

Trainee Allowances (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Allowance	Duration of Allowance
24. Work-Study	Compensation for up to 15 hours per week during school session up to $45 per month or $350 per academic year. Limits are $60 per month or $500 per academic year for students who do not live within reasonable commuting distance of the school.	Not specified.
25. Vocational Rehabilitation	At present maintenance assistance only. New provision makes it possible for State agencies to pay training allowances. Wage arrangements usually made in OJT programs.	No limits on maintenance assistance. Two year maximum for training allowances.
26. Vocational Rehabilitation - Disability Beneficiaries	Maintenance payments for trainees away from home.	
27. Work Experience and Training	Receives full amount of ADC allotment in that state, if necessary paid or supplemented by EOA-Title V funds.	Maximum 36 months. (Except in special cases.)
28. Community Work and Training	Enrollees continue to receive public assistance,[c] plus training-related expenses.	No limit.

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[a] The Economic Opportunity Amendments of 1967 state only that the rates of pay (for community employment) will be "appropriate and reasonable in the light of such factors as the type of work, geographical region, and proficiency of the participant." However, private employers reimbursed for OJT training under this Act must pay Federal minimum wages.

[b] The 1967 EOA Amendments provide personal allowances up to $35 per month for the first six months, gradually increasing to a maximum of $50 per month thereafter. After 90 days, enrollees are eligible for readjustment allowances up to $50 per month for each month of satisfactory participation, to be paid to them upon separation from the Job Corps. Monthly and readjustment allowances may be reduced as disciplinary measures for misconduct.

[c] Under the Work Incentive Program authorized by the 1967 Social Security Amendments, participants in some programs may receive incentive payments of up to $30 per month. Persons enrolled in subsidized OJT training under the new program would receive applicable minimum wages and would be permitted to retain a portion of this earned income.

Table IV

Bases for Apportionment of Federal Funds to States (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Percentage Total Appropriation Reserved for Allotment to States	Criteria for Apportionment
1. MDTA, Institutional and 2. MDTA, Other-than-Skill and 3. MDTA, OJT and 4. MDTA, Coupled	80 %	1) Ratio of state labor force to total U.S. labor force. 2) Ratio of state unemployed to total U.S. unemployed. 3) Lack of appropriate full-time employn in state. 4) Ratio of state's insured unemployed to total insured employed. 5) Average weekly unemployment compen tion benefits paid by the state.
12. Neighborhood Youth Corps	Not grants to States. All funds to be allotted in contracts for projects distributed among states according to the criteria at right.[a]	Population, unemployment, and family inc levels.
13. Community Employment and Betterment	Not grants to States. 80% to be allotted in contracts, distributed among states according to criteria at right.[a]	1/3 allotted based on state public assistan cipients compared to to total U.S. pub assistance recipients. 1/3 based on state unemployed compared U.S. total unemployed. 1/3 based on ratio of state low-income fa to all low-income families in U.S.
14. New Careers	As above.[a]	As above.[b]

Table IV (continued)

Bases for Apportionment of Federal Funds to States (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Percentage Total Appropriation Reserved for Allotment to States	Criteria for Apportionment
16. Migrant Workers	Not grants to States.	OEO is supposed to consider number of migrants in an area and past effectiveness of projects in determining project approval.
17. Manpower Component of CAP Programs	Not grants to states. Funds are allocated for projects by OEO Director. He can use 20% of this at his own discretion but must appropriate the remainder for projects in various states according to criteria at right.	1/3 allotted based on state public assistance recipients compared to U. S. public assistance recipients. 1/3 based on state unemployed compared to U. S. total unemployed. 1/3 based on ratio of state low-income families to all low-income families in the U. S.
18. CAP-Adult Basic Education	As above.	As above.
19. Indian Training (OEO)	80% of funds to be allocated among Indian reservations.	Population of reservation, unemployment, and amount of poverty.
22. Adult Basic Education (HEW)	At least 80% but no more than 90%.	Number of adults with not more than fifth-grade education or equivalent.

Table IV (continued)

Bases for Apportionment of Federal Funds to States (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Percentage Total Appropriation Reserved for Allotment to States	Criteria for Apportionment
23. Vocational Education (Voc. Ed. Act of 1963)	90% for States (the other 10% for research and experimental projects).	Of the total appropriation: 1) 50% of sum allotted based on number of 15-19 year olds in state. 2) 20% of total allotted based on number of 20-24 year olds in state. 3) 15% allotted based on number of 25-65 year olds in state. 4) 5% based on relative size of state's total allotment under first three provisions. Total number in state needing vocational education and state's per capita income also included in the calculations. No state receives less than $10,000.
24. Work-Study (HEW)	All.	Ratio of number of 15-20 year olds in the state to number of 15-20 year olds in nation.
25. Vocational Rehabilitation	All.	Basic formula based on ratio of state per capita income to national per capita income and on population. Innovative, expansion and other special grants allocated primarily on basis of population.
26. Vocational Rehabilitation - Disability Beneficiaries	Monies are certain specified SSA Trust Fund monies, not appropriated funds.	Factors which include agency estimates of number of disability beneficiaries in state. States may receive grants in advance or be reimbursed for expenditures.

[a] Becomes part of the Comprehensive Work and Training Program established by the 1967 EOA Amendments. The legislation provides that not more than 20 percent of all funds for the Comprehensive program shall be reserved for the Concentrated Employment Program, of which a maximum of 12 1/2 percent may be used in any one State. All other funds are to be allotted for projects in accordance with criteria established by the Director of OEO.

[b] The new provisions authorize the Director of OEO to establish criteria for equitable distribution among States, taking into consideration such factors as population, unemployment, and family income levels.

Table V

Matching Requirements (Where Applicable): Training Programs Administered by the Departments of Labor and of Health, Education, and Welfare, and the Office of Economic Opportunity

Program	Federal/Non-Federal Ratio	Form of Matching
1. MDTA, Institutional	90/10, for training costs.	Cash or kind.
2. MDTA, Other-than-Skill	90/10, for training costs.	Cash or kind.
10. CEP	Whatever ratio applies to funding source.	Cash or kind.
11. SER Spanish-American	Whatever ratio applies to funding source.	
12. Neighborhood Youth Corps	90/10.	Cash or kind.
13. Community Employment and Betterment	90/10.	Cash or kind.
14. New Careers	90/10.	Cash or kind.
15. Special Impact	90/10.	Cash or kind.
17. Manpower Component of CAP Programs	90/10. (80/20 after June 30, 1967)	Cash or kind.
18. CAP - Adult Basic Education	90/10. (80/20 after June 30, 1967)	Cash or kind.
22. Adult Basic Education (HEW)	90/10.	Cash only.
23. Vocational Education	50/50. (However states generally contribute about 3/1.)	Cash only.
24. Work-Study	75/25.	Cash only.
25. Vocational Rehabilitation	75/25. (Except 90/10 for innovation, expansion, or research projects.)	Cash only.
28. Community Work and Training	Varies by State, based on matching for AFDC funds.	Cash.

Table VI

Summary Listing of Job Training Programs by Target Populations

Program	Disadvantaged and Hard Core	Unemployed Underemployed Low Skill	General	Other
MDTA, Institutional	x	x		
MDTA, OJT	x	x		
MDTA, Coupled	x	x		
MDTA, RAR		x		
MDTA, Correctional				Prisoners
MDTA, E and D	x			
Concentrated Employment Program	x			
Job Corps	x			
Neighborhood Youth Corps	x			
Special Impact (Kennedy-Javits)	x			
OEO, Manpower Component in CAP	x			
Adult Basic Education in CAP	x			
SER				Spanish-American
OEO, Indian Training				Indians
CEB (Nelson)	x			
New Careers (Scheuer)	x	x		
OEO, R and D	x	x		
OEO, Migrants				Migrant and seasonal farm workers
Work Experience (Title V)	x			Welfare recipients
Vocational Education			x	
Adult Basic Education			x	
Vocational Rehabilitation	x			Physically and mentally handicapped
Vocational Rehabilitation - Social Security Beneficiaries				Physically and mentally handicapped
Community Work and Training (Title IV)				Welfare recipients
Apprenticeship			x	
Indians (BIA)				Indians
Prisoners (BOP)				Prisoners

Table VI (continued)

Summary Listing of Job Training Programs by Target Populations

Program	Disadvantaged and Hard Core	Unemployed Underemployed Low Skill	General	Other
Veterans Education and Training Five Cities (Ghetto-Aid)	x			Veterans

NOTE: The 1967 EOA Amendments authorized a Neighborhood Youth Corps for disadvantaged high school students only: a general Work and Training program for disadvantaged adults and out-of-school youth; and, under Title II, the Senior Opportunities and Services program which would include manpower activities for older poor persons.

Table VII

Distinguishing Features of Job Training Programs

PROGRAM	DATE PROGRAM BEGAN[a]	DISTINGUISHING FEATURES[b]
MDTA, Institutional Training	August, 1962	Skill training in institutional setting, on full-time stipended basis.
MDTA, Part-Time and Other-Than-Skill	1966	Training in communications and "employment" skills (e.g., job-finding skills, improved work habits, etc.), with or without occupational training.
MDTA, On-The-Job Training	August, 1962	Skill training, on the job, with wages paid by the employer (and subsidies paid to the employer).
MDTA, Coupled		Skill training on the job, coupled with classroom training on or off job premises.
MDTA, RAR	August, 1962 (and earlier under the Area Redevelopment Act of 1961)	MDTA (Institutional, OJT, or Coupled) for residents of redevelopment areas.
MDTA, Correctional	Proposed on pilot basis for fiscal 1968, but not funded yet. A few projects were begun on an E and D basis.	Skill training on prison sites (or off site, where feasible), coupled with prevocational training as required, for prison inmates. Incentive payments and allowances are paid as "gate money" upon release; supplemental payments are made directly to dependents during the training.
MDTA, E and D	August, 1962	Experimental and demonstration projects, with innovative techniques, with special emphasis on the problems of the most disadvantaged.

Table VII (continued)

Distinguishing Features of Job Training Programs

PROGRAM	DATE PROGRAM BEGAN[a]	DISTINGUISHING FEATURES[b]
Research and Demonstration (OEO)	1964	Research and demonstration projects, with innovative techniques.
Migrants (OEO)	1964	Special programs in housing, sanitation, job training, education, and day care of children, for migratory workers and other seasonal farm laborers and their families.
Work Experience and Training (Title V)	1965	Provides work experience, some training, and supportive services for persons unable to support or care for themselves or their families (generally welfare clients). Provides stipends or supplements welfare allowances to equal the full applicable allotment under State's standard.
Vocational Education	1917, 1946, 1963	Nonstipended full-or part-time vocational training for high school students, out-of-school youth, and adults. 1917 and 1946 Acts stipulated emphasis on agricultural and rural home economics. 1963 Act broadened mandate to include education for those with academic and socio-economic handicaps and aid for construction of school facilities.
Work-Study	1963	Stipended part-time employment for vocational secondary students requiring financial assistance to continue schooling.
Adult Basic Education	1966 (initially in 1964 under the Economic Opportunity Act)	Adult basic education, on nonstipended basis, in classroom setting.

Table VII (continued)

Distinguishing Features of Job Training Programs

PROGRAM	DATE PROGRAM BEGAN[a]	DISTINGUISHING FEATURES[b]
Manpower Component in Community Action Programs	1964	Manpower components in Community Action programs.
Adult Basic Education-OEO (in Community Action)	1964	Adult basic education components in Community Action programs.
OPERATION SER	1967	Program run by major Spanish-American organizations in 5 Southwestern States. Focus is on 11 urban areas with large concentrations of Spanish-surname population, to develop manpower program activities for the Spanish-American minority.
Indian Training (OEO)	1965	Antipoverty programs, including job training, operated by the Indian tribal councils.
Community Employment and Betterment (Nelson)	1965	Provides stipended employment and training to chronically unemployed poor in community improvement projects. Work is the primary concern. Many of the participants have been older persons.
New Careers (Scheuer)	1966	Aims to develop entry-level employment opportunities in subprofessional positions for poverty-level persons, leading to career advancement. Focused on public sector (e.g., health, education, neighborhood redevelopment, etc.).

Table VII (continued)

Distinguishing Features of Job Training Programs

PROGRAM	DATE PROGRAM BEGAN[a]	DISTINGUISHING FEATURES[b]
Concentrated Employment Program (CEP)	July, 1967	Began in 1967 in 19 inner-city neighborhoods with high unemployment, and in 2 rural areas with severe and chronic unemployment. Reaches out to most disadvantaged, and provides full continuum of services in order to move persons to productive employment.
Job Corps	January, 1965	Residential centers for severely disadvantaged young men and women who need a change from their home environments. Intensive education, vocational training, work experience, health and other supportive services, are provided on a stipend basis.
Neighborhood Youth Corps	January, 1965	Provides work experience on a stipend basis, for unemployed youth, in or out of school, during school term and during summer months.
Special Impact	1967	Will provide special programs of economic and community development, as well as manpower training, in communities and neighborhoods with especially large concentrations of low-income persons. Only a limited number of communities are targeted, so that sufficient resources are available to have significant impact. For 1967 the program funded the Bedford-Stuyvesant Project in New York City and made monies available for CEP elsewhere.

Table VII (continued)

Distinguishing Features of Job Training Programs

PROGRAM	DATE PROGRAM BEGAN[a]	DISTINGUISHING FEATURES[b]
Vocational Rehabilitation	1921, 1943, 1954	Vocational rehabilitation (including job training) services, with whatever supportive services are required, administered on an individual basis, with allowances as eligible, for the physically and mentally handicapped. Administrative regulations of 1965 extend eligibility to culturally handicapped, i.e., deviant social behavior resulting from vocational, educational, cultural, social, environmental or other factors.
Vocational Rehabilitation for Social Security Disabled Beneficiaries	1965	Same type of vocational rehabilitation services, for disabled beneficiaries of Social Security.
Community Work and Training (Title IV)	1962	Nonstipended work experience and training program for AFDC-UP recipients, operative in 12 states in 1967.
Apprenticeship	1937	Federal government's role is only hortatory, i.e., encouraging and assisting employers and unions in developing programs.

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[a] Date refers to passage of legislation authorizing the program.

[b] Features refer to the characteristics of the program at the time of the study, Summer-Fall 1967.

Table VIII

Level of Authority for Funding Local Projects

Program	Final Approval at State Level	Final Approval at Regional Level	Final Approval at National Level
MDTA, Institutional (Including MDTA, Part-time and Other-than-skill)	X[a]	X[b]	X[c]
MDTA, OJT and Coupled		X[d]	X[e]
MDTA, RAR			X
MDTA Correctional[f]			-
MDTA, E & D			X[g]
Concentrated Employment Program			X
Job Corps			X
Neighborhood Youth Corps		X[h]	X[i]
Special Impact Programs (Kennedy-Javits)			X
Community Action Programs (OEO)		X	
Operation SER			X
Indian Training (OEO)			X
Community Employment and Betterment (Nelson)		X[h]	X[k]
New Careers (Scheuer)		X[h]	X[k]
R & D (OEO)			X
Migrant and Seasonal Farm Workers			X
Work Experience and Training (Title V)			X

Table VIII (continued)

Level of Authority for Funding Local Projects

Program	Final Approval at State Level	Final Approval at Regional Level	Final Approval at National Level
Vocational Education	X[j/]		
Work Study (Voc. Ed.)	X		
Adult Basic Education	X[j/]		X[l/]
Vocational Rehabilitation	X[j/]		
Vocational Rehabilitation for Social Security Disability Beneficiaries	X[j/]		
Community Work and Training (Title IV)		X[j/]	

[a/] For projects up to $50,000 which are within the State's apportionment. Half the States waive this.

[b/] For projects within the State's apportionment.

[c/] For projects in excess of the State's apportionment and for national contracts, including multi-State and community-type.

[d/] For projects up to $100,000 which are within the State's apportionment.

[e/] For projects in excess of the State's apportionment; for all projects over $100,000; for national contracts, including multi-State and community-type.

[f/] Program not operational, except for E & D projects.

[g/] For Title I funds; for Title II funds regional level may give final approval, if within conditions noted for MDTA-Institutional.

[h/] For projects up to $500,000.

[i/] For projects over $500,000.

[j/] State Plan requires Federal approval.

[k/] For projects over $500,000 and national contracts.

[l/] Not less than 10 percent or more than 20 percent of total appropriation reserved for experimental demonstration projects and teacher training grants, funded nationally.

SOURCE: Information supplied by program administrators and agency documents during August-October 1967.

Table IX

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE [a]
MDTA Institutional (including part-time and other-than-skill)	Local Employment Office	Certifies necessity for Training in certain occupations in line with labor market needs. When project is approved, recruits and selects trainees. Prepares necessary reports. Distributes allowance on basis of unemployment insurance formula. Responsible for evaluation and follow-up on trainees. Refers trainees to job openings.
	State Employment Office	Under certain conditions: jointly with State Education, approves projects within State allocation. Evaluates local office supervision of projects.
	Local Education Agency	At the request of State Education Agency, develops institutional training. secures premises and instructors. Prepares reports. Monitors institutional training.
	State Education Agency	Designates local training agency, reviews and approves institutional training proposal and jointly with State Employment Service, under certain conditions approves projects.
	Labor-BES	Allocates funds to State Employment Agencies. Approves projects beyond State Authority. Compiles reports on progress of program. Develops policies. Requests funds from Congress.
	HEW-OE	Approves jointly with Labor-BES, projects beyond State authority. Develops institutional training policies. Compiles reports on progress of program.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE [a]
MDTA, OJT	Labor-BAT [b]	Develops training projects and approves at different administration levels. Prepares reports and monitors projects. Administers trainee allowances and employer subsidies.
	State Apprenticeship Divisions (13 States)	Within agreed areas, develops training projects and submits to proper BAT offices for approval. Prepares reports and monitors projects. Administers trainee allowances and employer subsidies.
	State Employment Office	Participates in review of project.
	Local and State Employment Office	Prepares statement on availability or nonavailability of qualified workers, in area to be trained. Recruits and refers applicants.
MDTA, Coupled	State Education and Local Education Agency	Same role as MDTA-Institutional.
	Local and State Employment Office	Same role as MDTA-Institutional.
	Labor-BES- BAT [b]	Same role as in MDTA-Institutional and OJT.
	State Apprenticeship Division (13 States)	Same role as in MDTA-OJT.
	HEW-OE	Same role as in MDTA-Institutional.

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Table IX (continued)

of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a]
MDTA-RAR	Local and State Employment Office; Local and State Education Agency; Labor; HEW.	Same as MDTA- Institutional, Coupled or OJT, depending on type of project, except for funding procedure.
	Commerce-EDA	Recommends training projects to provide trained workers for employers assisted by EDA loans. Participates in approval of projects at national level.
MDTA-Correctional Institutions. (Proposed)	Local and State Employment Office. (Proposed)	Develop training programs in line with employment opportunities. Select inmates for training, with collaboration of appropriate correctional administrators. Refer projects to regional office. Prepare reports and monitor projects.
	Local and State Education Agency	Same as MDTA-Institutional.
	Labor-BES	Participate at national level in review and approval of projects.
	HEW-OE	Same as Labor.
	Bureau of Prisons	Participates in development of training programs and collaborates in selection of inmates for training. At national level, participates in review and approval of projects.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a/]
MDTA-Experimental and Demonstration	Labor-OMPER [c/]	Develops and funds research and experimental projects related to critical manpower training problems. Monitors projects and prepares reports of the program results.
	Labor, OEO, HEW	Involved Bureaus participate in projects as services are needed.
CEP-Concentrated Employment Programs	Labor-Manpower Administrator	Determines location of CEP projects, awards contracts and through representatives of his office, provides over-all monitoring of projects.
	OEO-CAP	When contracts are awarded to local Community Action Agency, this agency will be responsible for program and arrange for assistance from other agencies. Will prepare reports.
	State and Local Employment Service	As requested, will recruit and screen applicants for training, provide counseling and testing service and refer trained applicants to job opportunities.
	Labor-MA-BAT [b/] and BWP[d/]	Will provide services as provided in MDTA and work experience projects.
	HEW-OE	Will provide services as provided in MDTA-Coupled projects.
Job Corps	OEO-Job Corps	Awards contracts to sponsors to operate job centers. Develops criteria to recruit enrollees. Provides for payment of allowances. Monitors and evaluates progress.
	Sponsors[e/]	Arrange and conduct vocational training and basic education. Responsible for operation of center.
	Local Employment Office	Recruits and participates in screening of Job Corps applicants. Endeavors to place Job Corps graduates in competitive employment.
	WICS-Women in Community Service	Recruits for Women's Job Corps Centers.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a/]
Neighborhood Youth Corps	Labor-BWP[d/]	Awards contracts to local sponsors. Reviews and approves work experience and work training. Arranges for payment of allowances. Evaluates work sites. Monitors and evaluates projects.
	Sponsors[f/]	Responsible for direction of projects. Provides necessary matching funds. Directs work experience and/or work training on the job. Pays allowances to participants. Prepares progress reports.
	Local Employment Office	Participates in recruiting applicants. Provides counseling and encourages youth to return to school. Endeavors to place out-of-school youth in competitive employment.
Special Impact Programs	Labor-Manpower Administrator	Determines location and type of projects to be undertaken. Arranges for financing.
	Labor-BWP[d/]	With the approval or participation of Manpower Administrator, awards contracts to local sponsors or contractors. Reviews and approves training and/or work experience program. Evaluates program and work sites. Prepares progress reports.
	Sponsor[f/]	Operates project. Pays allowances to trainees. Prepares required reports.
	Local Employment Service	Participates in recruiting, counseling and testing applicants. Endeavors to place trainees in competitive employment as soon as available.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE [a]
Manpower Programs and Adult Basic Education (in Community Action Programs)	OEO-CAP	Awards contracts. Arranges for training allowances, if any. Monitors local projects.
	Community Action Agency	Conducts programs. Does outreach and recruitment. Distributes allowances where included. Provides required reports.
	Employment Service	When requested, provides interviewing, counseling and testing service. Endeavors to find job openings in competitive employment.
Indian Training Programs	OEO-CAP-SP-Indian Division	Awards contracts to tribal councils for remedial education and job training for Indians on reservations. Arranges for allowances. Evaluates projects.
	Tribal Councils	Arranges for job training, including house building. Makes allowance payments. Awards subcontracts to Indian School Authorities.
	Indian School Authorities	Conducts remedial education and other institutional training necessary.
Community Employment and Betterment (Operation Mainstream)	Labor-BWP [d]	Awards contracts to local sponsors. Arranges for payment of allowances. Evaluates work sites and monitors projects.
	Sponsor [f]	Responsible for operation of projects. Provides matching requirements. Pays allowances to participants. Prepares required reports.
	Local Employment Service	Participates in recruiting, counseling and testing applicants for project employment. Endeavors to place trainees in competitive employment, when available.
	Community Action Agency	Participates in recruiting and provides ancillary services.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a]
New Careers		Same as Community Employment and Betterment
OEO-Research and Demonstration	OEO-CAP-R and D	Develops and/or funds projects. Monitors projects and prepares reports. (Other agencies may participate if requested.)
Migrant and Seasonal Farm Workers	OEO-CAP-SP-Migrant Division	Awards contracts. Arranges for allowances for participants meeting certain requirements. Evaluates projects directly or through contractors.
	Sponsor[f]	Conducts prevocational training and basic literacy programs. Distributes training allowances to participants meeting certain requirements. Prepares necessary reports.
Work Experience and Training Programs (Title V)	Local County Welfare Department	Develops projects, selects welfare recipients and provides welfare-scale payments plus supplements where applicable. Supervises projects. Allocates funds to educational or Training institutions to finance services to Title V clients.
	Local Employment Service	Recruits, counsels, tests applicants for certain types of projects.
	State Welfare Departments	Reviews projects. Evaluates and monitors local projects.
	State and Local Education Departments	Provide Adult Basic Education when requested and sometimes funded by Title V administrators.
	State Employment Service and State Vocational Education	Reviews Title V projects in same manner as MDTA-Institutional projects.
	Labor-BES	Will review renewal of all Title V projects at regional level and forward to National Office for final approval.
	Labor-BAT[b]	Provides OJT services where required, and participates in procedures for Title V renewals.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE [a]
Work Experience and Training Programs (Title V) (continued)	Labor-BWP	Will review work contract sites on renewal of Title V projects.
	HEW-OE	Will review institutional training on renewal of Title V projects.
	HEW-APA	Reviews projects. Funds projects and reviews renewals. (At national level, with other agencies, as required.)
Vocational Education (Act of 1963, Smith-Hughes Act of 1917, George-Barden Act of 1946)	HEW-OE-BAVLP	Distributes funds to States. Conducts pilot experimental programs. Approves State plans. Reviews progress reports. Conducts evaluation studies.
	State Vocational Education Agency	Distributes State allocation within the State. Prepares State plan. Provides leadership to local authorities. Evaluates local progress. Prepares statistical reports.
	Local Vocational Education Agency	Operates facilities, secures instructors and reviews training as related to community needs. Reviews reports from Employment Service for possible revision of training programs. Prepares progress reports.
	Local Employment Office	In accordance with legislative requirements, compiles and provides occupational information regarding prospects for employment. Cooperates in placing graduates or dropouts in employment.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a]
Work-Study	HEW-OE-BAVLP	Allocates funds to States.
	State Vocational Education Agency	Distributes State allocation within the State. Other functions are same as for Vocational Education.
	Local Vocational Education Agency	Develops work programs, administers, disburses allowances.
	Local Employment Office	Assists in development of work projects when requested by school authorities.
Adult Basic Education	HEW-OE-BAVLP	Distributes funds to States. Approves State plans. Conducts experimental demonstration projects and teacher training programs. Provides technical assistance and monitoring for States.
	State Education Agency	Distributes State allocation among local school districts. Prepares State Plan.
	Local Education Agency	Arranges and administers programs.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE[a]
Vocational Rehabilitation	HEW-SRS-RSA	Distributes funds to States. Approves State plans. Evaluates programs. Maintains reporting system.
	State Vocational Rehabilitation Agency	Prepares State Plan. Allocates funds to local offices and private sponsors. Prepares reports on programs.
	Local office of State Vocational Rehabilitation Agency	Interviews and accepts applicants for rehabilitation assistance. Provides counselors on a caseworker basis. Provides training on individual needs. Maintains contacts with Employment Service and other related agencies. Provides allowances to trainees under certain conditions.
	Local Employment Service	Refers applicants to RSA. Provides occupation and job information. Cooperates in placing RSA participants in jobs when ready for employment.
Vocational Rehabilitation for Social Security Disabled Beneficiaries	HEW-Social Security Administration	Refers eligible beneficiaries who are disabled to VRA representatives for services.
	HEW-SRS-RSA	Provides progress reports to RSA. Other services same as in Vocational Rehabilitation Program.
	Local offices of State Vocational Rehabilitation Agency	Same as above.
	State Employment Service	Provides employment service to beneficiaries rehabilitated and able to enter competitive employment.

Table IX (continued)

Functions of Agencies Involved in Administration of Training Programs

PROGRAM	AGENCY	ROLE [a]
Community Work and Training (Social Security Act, Title IV)	HEW-SRS-APA	Approves training projects. Reviews reports. Evaluates projects.
	Local Welfare Agency	Develops projects. Recruits and selects eligible welfare recipients. Distributes any additional allowance expenses. Supervises projects.
	Local Employment Service	Assists in finding employment for welfare recipients when training completed.

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[a] The agency functions are described as they were at the time the study was conducted. The descriptions remain largely true, although legislative and administrative changes after November 1967 may result in changes in these roles.

[b] The OJT responsibilities of the BAT have been transferred to the Bureau of Work-Training Programs.

[c] OMPER has been dissolved and its functions assumed directly by the Office of the Manpower Administrator.

[d] The BWP has been renamed the Bureau of Work-Training Programs (BWTP).

[e] May be Federal agency (Agriculture, Interior) or private contractor.

[f] May be local government agency (e.g., local school system, city hospital) or private contractor, or a Community Action Agency.

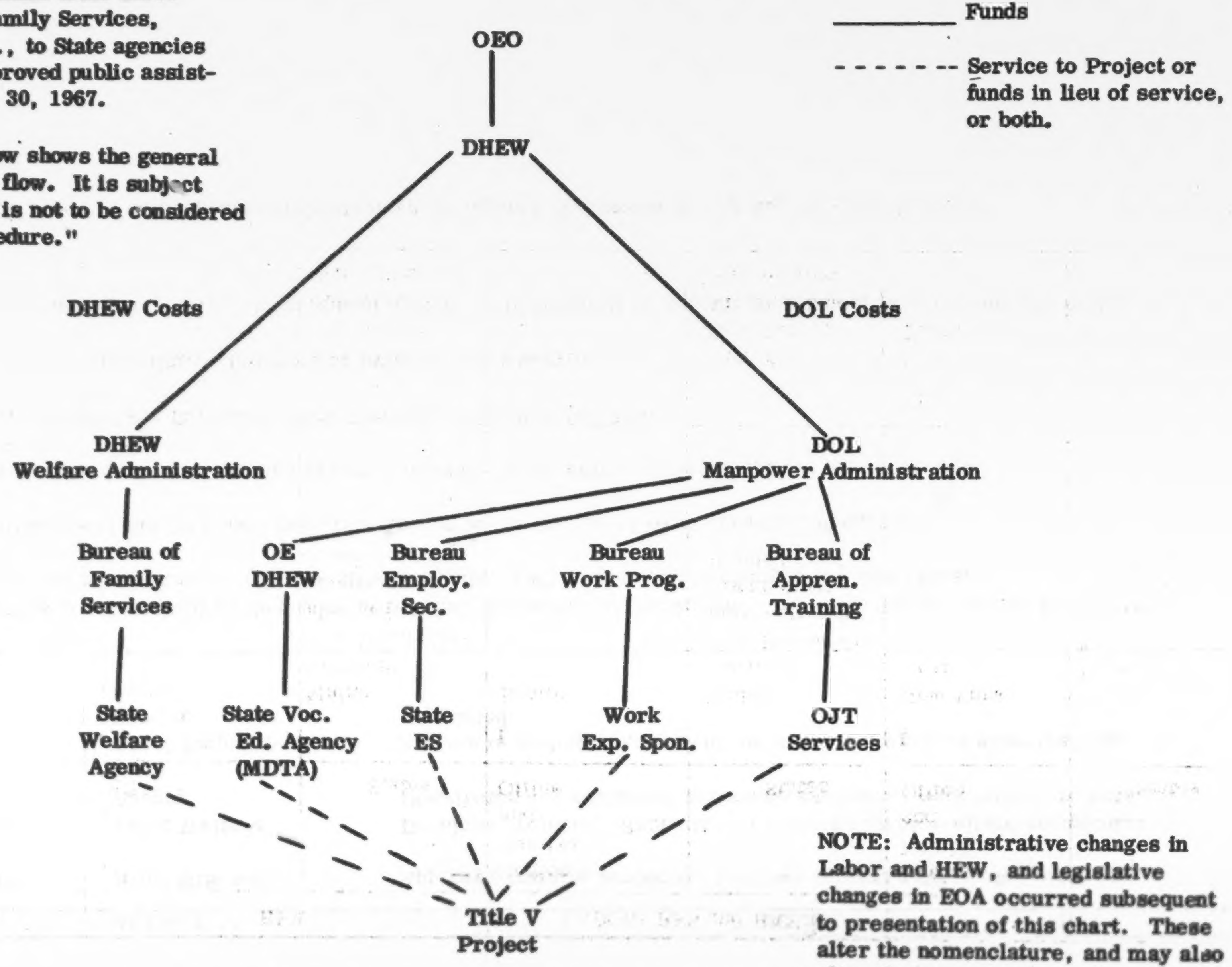
SOURCE: Information reported by program administrators and agency documents during August - October 1967.

Table X

Proposed Fund Flow Pattern, Title V Projects

Source: Memorandum from Director, Bureau of Family Services, Washington, D.C., to State agencies administering approved public assistance plans. June 30, 1967.

"The chart below shows the general concept of fund flow. It is subject to revision and is not to be considered a detailed procedure."


Funds
Service to Project or funds in lieu of service, or both.
OEO
DHEW
DHEW Costs
DOL Costs
DHEW
Welfare Administration
DOL
Manpower Administration
Bureau of Family Services
OE DHEW
Bureau Employ. Sec.
Bureau Work Prog.
Bureau of Appren. Training
State Welfare Agency
State Voc. Ed. Agency (MDTA)
State ES
Work Exp. Spon.
OJT Services
Title V Project

NOTE: Administrative changes in Labor and HEW, and legislative changes in EOA occurred subsequent to presentation of this chart. These alter the nomenclature, and may also alter the procedures.

Table XI

Locations of Regional Offices and Boundaries of Jurisdiction for Selected Federal Agencies

OEO; LABOR: BWP[a]		HEW		LABOR: BES and BAT[a]		HUD	
Region Number and Office	States	Region Number and Office	States	Region Number and Office	States	Region Number and Office	States
I New York City	Maine Vermont New Hampshire Massachusetts Connecticut Rhode Island New York New Jersey Virgin Islands Puerto Rico	I Boston	Maine Vermont New Hampshire Massachusetts Connecticut Rhode Island	I Boston	Maine Vermont New Hampshire Massachusetts Connecticut Rhode Island	I New York City	Maine Vermont New Hampshire Massachusetts Connecticut Rhode Island New York
		II New York	New York New Jersey Delaware Pennsylvania	II New York City	New York New Jersey Virgin Islands Puerto Rico	VII Hato Rey, Puerto Rico	Puerto Rico Virgin Islands

Table XI (continued)

Locations of Regional Offices and Boundaries of Jurisdiction for Selected Federal Agencies

OEO; LABOR:BWP[a]		HEW		LABOR: BES and BAT[a]		HUD	
Region Number and Office	States	Region Number and Office	States	Region Number and Office	States	Region Number and Office	States
II Washington, D. C.	Delaware Pennsylvania Washington, D. C. Maryland Virginia West Virginia North Carolina Kentucky	III Charlottesville, Virginia	Puerto Rico Virgin Islands Washington, D. C. Maryland Virginia West Virginia North Carolina Kentucky	III Chambersburg, Pennsylvania	Delaware Pennsylvania Washington, D.C. Maryland Virginia West Virginia North Carolina	II Philadelphia	New Jersey Delaware Pennsylvania Washington, D. C. Maryland Virginia West Virginia
III Atlanta	Alabama Florida Georgia Tennessee Mississippi South Carolina	IV Atlanta	Alabama Florida Georgia Tennessee Mississippi South Carolina	IV Atlanta	Alabama Florida Georgia Tennessee Mississippi South Carolina	III Atlanta	Alabama Florida Georgia Tennessee Mississippi South Carolina North Carolina Kentucky
				V Cleveland	Kentucky Michigan Ohio		

Table XI (continued)

Locations of Regional Offices and Boundaries of Jurisdiction for Selected Federal Agencies

OEO; LABOR:BWP[a]		HEW		LABOR: BES and BAT[a]		HUD	
Region Number and Office	States	Region Number and Office	States	Region Number and Office	States	Region Number and Office	States
IV Chicago	Michigan Ohio Illinois Indiana Wisconsin Minnesota	V Chicago	Michigan Ohio Illinois Indiana Wisconsin	VI Chicago	Illinois Indiana Wisconsin Minnesota	IV Chicago	Michigan Ohio Illinois Indiana Wisconsin Minnesota Nebraska Iowa North Dakota South Dakota
VI Kansas City	Iowa Kansas Missouri Nebraska North Dakota South Dakota Colorado Montana Utah Wyoming Idaho	VI Kansas City	Minnesota Iowa Kansas Missouri Nebraska North Dakota South Dakota	VII Kansas City	Iowa Kansas Missouri Nebraska North Dakota South Dakota		

Table XI (continued)

Locations of Regional Offices and Boundaries of Jurisdiction for Selected Federal Agencies

OEO; LABOR:BWP[a]		HEW		LABOR: BES and BAT[a]		HUD	
Region Number and Office	States	Region Number and Office	States	Region Number and Office	States	Region Number and Office	States
V OEO-Austin BWP-Dallas	Arkansas Louisiana New Mexico Oklahoma Texas	VII Dallas	Arkansas Louisiana New Mexico Oklahoma Texas	VIII Dallas	Arkansas Louisiana New Mexico Oklahoma Texas	V Fort Worth	Kansas Missouri Arkansas Louisiana New Mexico Oklahoma Texas Colorado
		VIII Denver	Colorado Montana Utah Wyoming Idaho	IX Denver	Colorado Montana Utah Wyoming		
				XI Seattle	Idaho Alaska Oregon Washington Guam		

Table XI (continued)

Locations of Regional Offices and Boundaries of Jurisdiction for Selected Federal Agencies

OEO; LABOR:BWP[a]		HEW		LABOR: BES and BAT[a]		HUD	
Region Number and Office	States	Region Number and Office	States	Region Number and Office	States	Region Number and Office	States
VII San Francisco	Alaska Oregon Washington Guam Arizona California Hawaii Nevada	IX San Francisco	Alaska Oregon Washington Guam Arizona California Hawaii Nevada	X San Francisco	Arizona California Hawaii Nevada	VI San Francisco	Utah Wyoming South Idaho Arizona Hawaii California Nevada Guam
						Seattle	Alaska Montana North Idaho Oregon Washington

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[a] The BWP has been renamed the BWTP (Bureau of Work-Training Programs). According to a Memorandum of the Secretary of Labor, December 19, 1967, discussing a reorganization of the Manpower Administration, "There will be common Regional Offices of the Manpower Administration, including the BES, the BWTP, and the BAT." At this writing it is not clear how this will be implemented or whether it will mean a complete conformance of Regional jurisdictions for these Bureaus.

Table XII

Interagency Committees On Manpower Programs

Committee	Function	Origin	Composition
President's Committee on Manpower	Program coordination.	Executive Order 11152, April 15, 1964. In 1966 the Economic Opportunity Amendments assigned responsibility to the Committee for coordination of training programs.[a]	Secretary of Labor (who serves as Chairman and provides staff), Secretaries of HEW, Commerce, HUD, Director of OEO, heads of other departments and agencies involved in manpower problems.
Economic Opportunity Council	Coordination of anti-poverty efforts.	Economic Opportunity Act of 1964, Section 604.[b]	Director of OEO (Chairman), Secretary of Defense, Attorney General, the Secretaries of the Interior, Agriculture, Commerce, Labor, and Health, Education, and Welfare, Housing and Home Finance Administrator, Administrator of the Small Business Administration, Chairman of Council of Economic Advisors, Director of Selective Service, and such other agency heads as the President may designate, or delegates thereof.
National Manpower Policy Task Force	*Ad hoc* group assembled to explore specific issues for the Executive Branch.		N.R.
Cooperative Area Manpower Planning System (CAMPS)	Voluntary coordination of plans for manpower programs, by all agencies involved in manpower problems.	CAMPS planning for fiscal 1968 began in Spring 1967.[c]	At Federal level: Commerce, EDA; HEW, OE, SRA; HUD; Labor, BAT, BES, BWP; OEO. At State and area levels, includes representatives of State and local agencies, along with representatives of Federal agencies.
Various *ad hoc* Task Forces	Recommendations on policies and procedures.		Variously designated by agencies and/or the President.
Joint Administrative Task Force	Recommendations on problems of administration.	N.R.	Assistant Secretaries for Administration from OEO and Departments of Commerce, HEW, HUD, and Labor.
Labor-HEW Coordinating Committee	Working out interagency relationships, problem solving, and decision making for funding MDTA projects which require approval in Washington.	Implementation of joint Labor/HEW responsibilities prescribed in MDTA.	*Ad hoc* membership, depending on problem or project. (E.g., Labor Department may be represented by Manpower Administrator, or a Deputy, or a Bureau head, etc.).
Interagency Review Committee for MDTA-Section 241 (Redevelopment Area) projects	Decision making for funding MDTA-Section 241 projects. Operates on *ad hoc* basis.	Implementation of MDTA, Part C(3).	Representatives from BES, BAT, EDA, and any other Federal agencies which may be involved (Agriculture, Bureau of Indian Affairs, etc.).

Table XII (continued)

Interagency Committees On Manpower Programs

Committee	Function	Origin	Composition
Washington Interagency Review Group, and Task Forces thereof.	Developed guidelines for Neighborhood Centers applications. Reviewing applications for Model Cities planning grants.	N.R.	Representatives from HUD (Chairman), Labor, HEW, OEO, and Budget.

a/ Section 611 of the Act is amended by adding at the end thereof the following:

"(c) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

(d) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall-

(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (c);

(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained."

b/

"(a) There is hereby established an Economic Opportunity Council, which shall consult with and advise the Director in carrying out his functions, including the coordination of antipoverty efforts by all segments of the Federal Government.

(b) The Council shall include the Director, who shall be Chairman, the Secretary of Defense, the Attorney General, the Secretaries of the Interior, Agriculture, Commerce, Labor, and Health, Education, and Welfare, the Housing and Home Finance Administrator, the Administrator of the Small Business Administration, the Chairman of the Council of Economic Advisors, the Director of Selective Service, and such other agency heads as the President may designate, or delegates thereof."

c/ CAMPS is an expansion of the National State Manpower Development Plan which had been initiated in April 1966. Under that plan the Department of Labor, after consultation with HEW and OEO, developed policies, guidelines, and program goals for MDTA in fiscal 1967, but planning was not initiated at the area level.

Table XIII

Job Training Programs Within Existing Legislative Authorization: by Type of Program and Target Population

	Adults and Youth (General)	Adults (Unemployed, Under-employed, Low Skill, And/Or in Poverty)	Youth (Unemployed, Under-employed, Low Skill, And/Or in Poverty)	Physically and Mentally Handicapped	Welfare Recipients	Migrants	Indians	Prisoners	Spanish-Americans	Functional Illiterates	Veterans
Adult Basic Education	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Prevocational Education		✓	✓	✓	✓	✓	✓	✓	✓		✓
Work Experience			✓		✓						
Institutional Training	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓
On-The-Job Training		✓	✓		✓	✓	✓		✓		✓
Community Betterment		✓			✓						
Career Ladders		✓			✓						
Prevocational and Vocational in Special Residential Centers			✓								

Table XIV

Target Populations for Job Training Programs:

Estimated Number of Enrollees in Fiscal 1968, Estimated Number of Eligibles

Target Population[a]	Program	No. of Enrollees FY 1968[b]	No. of "Eligibles"[c] Description	No. of Persons	Year	Source
Unemployed, underemployed, and low skill, including disadvantaged and hard core.	MDTA, Institutional MDTA, OJT MDTA, Coupled MDTA, Part-Time and O-T- Skill MDTA, RAR MDTA, E & D Concentrated Employment Program Five-Cities (Ghetto Aid)	275,000	Unemployed adults	650,000		
			Male adults not in labor force[d]	1,080,000		
			Female adults not in labor force[d]	2,000,000		
			Adults working part-time for economic reasons	1,300,000		
			Adults employed full-time below poverty levels	5,035,000		
			Adults - Subtotal	10,065,000		
	OEO - R & D OEO-CAP Manpower Programs Community Employment and Betterment (Nelson) New Careers (Scheuer) Special Impact (Kennedy-Javits)	100,000	Unemployed youth (16-22) in poverty	350,000	Fiscal 1969	OMPER[e]
			Youth not in labor force[d]	1,220,000		
			Youth working part-time for economic reasons	420,000		
			Youth employed full-time below poverty levels	915,000		
			Youth - Subtotal	2,905,000		
			Adults and Youth - Total	12,970,000		

Table XIV (continued)

Target Populations for Job Training Programs: Estimated Number of Enrollees in Fiscal 1968, Estimated Number of Eligibles

Target Population[a/]	Program	No. of Enrollees FY 1968[b/]	No. of "Eligibles"[c/]			
			Description	No. of Persons	Year	Source
Disadvantaged Youth	Job Corps	117,000	Youth (Subtotal as previous, minus part-time workers not in poverty)	2,531,000	Fiscal 1969	OMPER
	Neighborhood Youth Corps	483,000	Poverty-level high school youth eligible for Neighborhood Youth Corps In-School Program, including 14 and 15 year olds.			
	Work Study - Voc. Ed.	-		2,200,000	Fiscal 1969	OMPER
General, including unemployed and disadvantaged	Vocational Education:					
	High school programs	3,920,000		N.R.		
	Post-high school programs	552,000		N.R.		
	Adult programs	2,856,000		N.R.		
	Special needs programs	175,000		N.R.		
	Apprenticeship:					
	Receiving training during year	265,000		N.R.		
	Accessions in year	70,000		N.R.		
Prisoners	MDTA, Correctional	N.R.	Released Federal and State prisoners	125,000	1969	OMPER
	Federal Prisoners (Bureau of Prisons)	N.R.	Released Federal prisoners	14,900	1965	Labor-MA[f/]

Table XIV (continued)

Target Populations for Job Training Programs:
Estimated Number of Enrollees In Fiscal 1968, Estimated Number of Eligibles

Target Population[a]	Program	No. of Enrollees FY 1968[b]	No. of "Eligibles"[c] Description	No. of Persons	Year	Source
Spanish-Americans	SER	N.R.	Spanish-Americans in South-West in ghetto enclaves (Unemployed)	3,500,000 (132,000)	1969	OMPER
Indians	Indians (OEO)	N.R.	Indians living on reservations	410,000	1969	OMPER
	Indians (Bureau of Indian Affairs)	N.R.				
Migrants and seasonal farm workers	Migrants (OEO)	23,000	Migrants in labor force	400,000	1968	CAMPS[g]
			Migrants and seasonal farm workers, over 16, needing training	1,800,000	1968	OEO[h]
Welfare recipients	Work Experience (Title V)	51,400	AFDC mothers AFDC-UP fathers	240,000 60,000	1968	HEW-SRS, Assistance Payments Administration[i]
	Community Work and Training (Title IV)	N.R.	Heads of poor families with children who do not receive federally aided public assistance	993,000		
			Single poor persons, 20 years and over	33,000		
			Total	1,326,000		

Table XIV (continued)

Target Populations for Job Training Programs: Estimated Number of Enrollees In Fiscal 1968, Estimated Number of Eligibles

Target Population[a]	Program	No. of Enrollees FY 1968[b]	No. of "Eligibles"[c]			
			Description	No. of Persons	Year	Source
Veterans	Veterans Assistance	N.R		N.R.		
Handicapped	Vocational Rehabilitation	185,000	Over 17 years of age, in labor force, needing rehabilitation	3,700,000	As of Jan., 1966	Voc. Rehab. Admin.[j]
	Voc. Rehab. - Soc. Sec. Beneficiaries	N.R.	Handicapped women, not in labor force, but might be in labor force (extrapolated estimate)	250,000		
Functional illiterates	Adult Basic Education	398,000	Adults with less than 8th-grade education	18,220,000 23,900,000	March 1966	Bureau of Census[k]
	Adult Basic Education (OEO)	30,000	Heads of families with less than 8th-grade education	6,645,000	March 1966	Bureau of Census[l]
			Heads of poverty families with less than 8th-grade education	2,700,000	March 1966	Bureau of Census[l]
			Unemployed adults, in poverty, less than 8th-grade education, potentially employable	4,300,000	1968	OEO

Table XIV (continued)

Target Populations for Job Training Programs: Estimated Number of Enrollees in Fiscal 1968, Estimated Number of Eligibles

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a/ Adapted from Table VI, Summary Listing of Job Training Programs by Target Populations, page T22.

b/ As estimated by CAMPS, in terms of number of persons the various programs will be budgeted to serve, based on President's Budget.

c/ "Eligibles" is used broadly to encompass universe of needs, i.e., the estimated number and kind of persons who need the respective programs. The "Number of Persons" refers to persons eligible for all programs relevant to that Target Population category.

d/ Figure shown represents only those who could be brought into labor force.

e/ All OMPER citations are from U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation and Research, Division of Planning "The Level and Mix of the FY 1969 Manpower Development Program" (September 8, 1967).

f/ U.S. Department of Labor, Manpower Administration.

g/ All CAMPS citations are from "Interagency Cooperative Issuance No. 3, April 7, 1967."

h/ Office of Economic Opportunity, Office of Research, Plans, Programs, and Evaluation, data supplied in Interview, October 31, 1967.

i/ Data supplied on October 31, 1967, by Assistance Payments Administration (undated, mimeograph).

j/ Advisory Committee on Vocational Rehabilitation, "Background Paper on Estimate of Number of Persons Needing Rehabilitation," May 6, 1966, included in Vocational Rehabilitation Administration, Statewide Planning Memorandum No.3, October 17, 1966.

k/ U.S. Department of Commerce, Bureau of the Census, Population Characteristics, P. 20, No. 158, December 19, 1966.

l/ U.S. Department of Commerce, Bureau of the Census, Consumer Income, P. 60, No. 51, January 12, 1967, p. 22.

NOTE: N.R. means Not Reported

Table XV

The Clark Committee's Evaluation of Economic Opportunity Programs

PROGRAM	COMMENT
MDTA	"...the focus of MDTA has shifted to serving proportionately greater numbers of the disadvantaged. At present, at least half the persons trained by institutional programs are from low-income families, but the proportion is considerably lower for those in on-the-job training (OJT)...Although nonwhite persons appear to get their share of MDTA institutional positions, there is evidence of an unfavorable selectivity in the occupations for which Negroes are trained...MDTA gives unemployed, low-income persons training which makes them more employable and reduces (but does not totally eliminate) their unemployment. OJT, with 93.6 percent placed in jobs (90.6 percent training related), has a better placement record than institutional training, with 75.0 percent placed in jobs (62.5 percent training related). However, OJT serves relatively fewer disadvantaged persons...MDTA has had a significant upward effect on the straight time hourly earnings of those who completed training and were successful in finding employment...The program has also had an impact in reorienting such traditional institutions as the public employment services and the public schools, particularly the vocational schools." (p.26)
CEP	"Altogether it is potentially the best coordinated manpower effort developed so far." (p.25)
Job Corps	"Is the Job Corps serving hard-core youth? The answer is 'Yes.' As stated by the committee's consultant, Dr. Sar Levitan: The record of the Job Corps is clear: it tried to attract youth who had difficulty finding employment even in a tight labor market. Two of every five enrollees in May 1967 had completed eight years of education or less. And actual education achievement was much lower than the formal education would indicate. Reading and arithmetic comprehension for half of the enrollees was at about the fifth grade level (or below). Nearly one of every three was unable to read a simple sentence or solve a second grade arithmetic problem. Two of every five came from a broken home, and two of every five from families on relief."(p.11)

Table XV (continued)

The Clark Committee's Evaluation of Economic Opportunity Programs[a]

PROGRAM	COMMENT
Neighborhood Youth Corps	"Analysis of enrollee characteristics indicates that the Neighborhood Youth Corps is serving those for whom it is intended. The typical enrollee comes from a large family (six persons) whose median income ranges between $2,000 and $3,000, and one of every four families is on public assistance. The average enrollee has completed 10 years of school; of the out-of-school enrollees one of every four has completed eight years or less of school while one of every five has completed high school but was unemployed before entering the NYC. The enrollment trend indicates that the Neighborhood Youth Corps is serving a greater proportion of hard-core youth each year. (p.19) "The committee has found many strengths in the Neighborhood Youth Corps. It is serving the hard-core disadvantaged youth for whom it is intended. It provides a source of income for these youths from poor families. It helps prevent dropping out of school. It enables enrollees to perform useful community work. It contributes to the reduction of delinquency and the prevention of riots. "The main weakness shows up in the out-of-school program, in large measure because it serves youths who tend to be more severely disadvantaged than their inschool counterparts. The period of enrollment is too short and the educational and training input is too meager to provide significant preparation for occupational advancement... the committee believes that more stress should be placed on the quality of training for the out-of-school NYC even though this might raise significantly the cost per enrollee and reduce the total number who could be served. In this case, quality should come ahead of quantity." (p.20)
Special Impact	"The special impact program should be very closely linked to related activities, including other programs of the Economic Opportunity Act, the Manpower Development and Training Act, the Public Works and Economic Development Act, the model cities program and other community development programs administered by the Department of Housing and Urban Development... The committee has carefully studied these other programs and has concluded that none of them is able to achieve what is intended in the special impact program... Experience of the first year's operation demonstrates that successful program operation, including active participation by business, requires and depends on the utmost cooperation of community residents." (pp.33-34)

Table XV (continued)

The Clark Committee's Evaluation of Economic Opportunity Programs[a]

PROGRAM	COMMENT
Adult Basic Education (in Community Action Programs)	"In light of the continued high illiteracy among the poor, the committee believes that adult basic education should continue to be an eligible CAP activity but recommends that it be tied to a sequence of manpower training activities in order to obtain the greatest return." (p. 43)
Indian Training Program	"The committee is favorably impressed by the progress of certain aspects of the Indian poverty program, particularly its emphasis upon self-determination. However, there is some lack of understanding of which programs will have the greatest impact on poverty and a notable absence of programs for economic development and small business assistance, which are needed in order to get at a fundamental cause of Indian poverty." (p. 45)
Community Employment and Betterment	"The committee, based upon hearings and staff studies, has concluded that this is an effective program which deserves continuation and expansion. Where possible, the training aspects should be improved. However, for older persons the work provided is a desirable result by itself, for it offers a source of income to those who cannot find work and it makes significant contributions to community improvement." (p. 24)
New Careers	"The new careers program is too new for evaluation. However, the committee notes that while the earlier emphasis is upon training, which is proper, it appears that not enough attention is being given to assuring that 'new career' jobs, paid by other funds, will be available at the completion of training. It will not be easy to break down traditional barriers, such as civil service regulations and professional 'standards,' which block the disadvantaged from moving into public service occupations, but considerable effort must be made in this regard if the program is to succeed." (p. 25)

Table XV (continued)

The Clark Committee's Evaluation of Economic Opportunity Programs[a]

PROGRAM	COMMENT
Migrant and Seasonal Farm Workers	"The committee believes that this program is meeting a long neglected need. However, the resources so far committed are vastly inadequate... The efforts to assist seasonal farm workers to obtain literacy and occupational skills is a desirable effort, but it is not sufficiently connected to other Federal manpower programs... These criticisms do not negate the need for the program but rather suggest improvements which should be made." (pp. 63-64)
Work Experience and Training (Title V)	"Available information indicates that the program is serving those for whom it is intended welfare recipients or those who would be on welfare unless their employability were increased... At the local level the work experience and training program is another fragmented piece of the total manpower effort...In most places, it operates on its own with little or no connection to closely related programs. So far, bringing the Labor Department into the picture has done very little to improve this shortcoming... The committee has found that the work experience and training program is reaching the hard-core unemployed for whom it was intended. Some of the work performed is a notable public contribution... However, much of the work performed does little to raise employability, for it does not relate to occupations with job openings in regular competitive employment or to new careers with ladders of occupational advancement... The program has been operated by agencies with little or no experience in manpower programs... But the addition of the Labor Department to the administrative picture is only a partial solution, for still missing are adequate mechanisms to tie the program to a total manpower system at the community level." (pp. 21-23)

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[a] Abstracted from the Report of the Committee on Labor and Public Welfare, United States Senate, on S. 2388 To Provide an Improved Economic Opportunity Act, to Authorize Funds for the Continued Operation of Economic Opportunity Programs, to Authorize an Emergency Employment Act (Washington: September 12, 1967). Page citations identify the pages in the Report from which the quotations have been culled.

Table XVI

Summary Listing of Manpower Training Programs in Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization)	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees b/		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
East Bay Skills Center	1-66 First enrollees 4-66	1-67 (For master contract)	12 mos. (For master: Individual courses for less time)	MDTA-Inst. MDTA-RAR. CEP.	FY '67 - $5,700,000 MDTA. FY '68 $1,396,000 CEP.	FY '67 10% in cash from State of California.	2,057 from start to 8/15/67	1,831 (Total enrolled through 8/15/67) 1,064 current enrollees on 8/15/67	Yes	Yes	Vocational, prevocational, and basic education in institutional setting; medical services.	NYC Urban League OJT	X	X	X	X
City of c/ Oakland, Department of Human Resources OJT	6-65	6-65	18 mos. (Plus 6 mos. extension.)	MDTA-OJT	$ 615,000	None	1,030	605	No	No	OJT mostly in 1) unskilled, 2) semiskilled, 3) semiprofessional occupations.	For recruitment purposes, there are links with Urban League; Probation Department; Spanish-Speaking Unity Council.		X	X	X
Bay Area Urban League OJT	8-67	8-67	18 mos.	MDTA-OJT	$ 534,297	None	700	New Program	New Program	New Program	OJT. Plans are to include extensive counseling, job development and placement.	Skills Center. NYC. Apprentice programs.	New Program	New Program	New Program	
Oakland Marketers' Advisory Council - OJT	3-67	3-67	15 mos.	MDTA-OJT	$ 133,505	None	400	70 as of 8/15/67 (Training courses run ad seriatim)	No	No	OJT for gas station work. Job placement.	Basic education programs. NAACP for referrals.	X		X	X

Table XVI (continued)

Summary Listing of Manpower Training Programs In Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization)	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees b/		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Adult Basic Education	N.A.	N.A.	N.A.	ESEA - Title III	$ 91,500 d/	N.A.	860	-0- e/	No	No	Education at the elementary level	N.A.	N.A.	N.A.	N.A.	N.A.
Alameda County Department of Welfare - Community Work and Training Program	1-64	N.A. f/	N.A.	S.S.A. - Title IV, Section 409	N.A.	25% in cash from county	400	400 as of 8/15/67	No	No	Counseling and referral for training or employment. Job development and placement.	CSES. Urban League. CAP programs. Links with Dept. of Voc. Ed. and U. of California for certain ABE & GED programs.		X	X	
Alameda County Youth Opportunity Board - Neighborhood Youth Corps	5-65	1-1-67	9 mos.	EOA-Title I, Part B.	FY '68 - $ 621,060	FY '68 - $154,770 in kind from sponsor (estimated)	Summer '67-585. Out-of-school '67-100. W. T. I. - '67-88.	Summer '67-627. Out-of-school '67-96. W. T. I. - '67-10.	Yes	No	Work experience. Summer, in-school and out-of-school Small W.T.I. component.	Skills Ctr. Urban League - OJT.	X	X	X	X
Alameda County Central Labor Council - Neighborhood Youth Corps	10-65	2-67	12 mos.	EOA-Title I, E and D.	$1,409,400	$171,000 in kind from sponsor	410	167 as of 8/67	No	No	Work experience and work training in industry. (OJT) Out-of-schol NYC. Job placement.	Trainees referred by various agencies. Linkages with trade unions.	X	X		X

Table XVI (continued)

Summary Listing of Manpower Training Programs in Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization)	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees b/		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Oakland Unified School District - Neighborhood Youth Corps	6-65	9-67	12 mos.	EOA-Title I, Part B.	$ 418,000 for '67-'68.	1967-about $ 50,000 in cash from sponsor. 1968 to be 10% in kind from sponsor.	366 for '67-'68 in-school (685 for '66-'67 in-school) 430 summer '68 (370 summer '67)	906 in '66-'67 in-school program.	Yes	Yes	In-school and summer NYC. Work experience. Extensive counseling	CSES	X	X	X	X
City of Oakland Economic Development Council - Neighborhood Youth Corps	9-65	1-67	12 mos.	EOA-Title I, Part B. CEP. EOA-Title II, (CAP)	$1,087,220	None	555 out-of-school '67-'68. 1,394 summer '67. 190 out-of-school '66-'67.	285 out-of-school '66-'67. 1,394 summer '67. 165 for out-of-school '67-'68 by 8-15-67.	No	No	Summer and out-of-school NYC. Work experience. Small MDTA component. Remedial education and counseling.	Skills Center	X	X	X	X
Parks Job Corps Center	N.A.	N.A.	N.A.	EOA-Title I, Part A.	N.A.	None.	N.A.	2,200 as of 8-15-67.	No	No	Job Corps. Remedial education, work training, counseling, and medical services in residential center.	N.A.	N.A.	N.A.	N.A.	N.A.
Oakland American Indian Association Community Development	5-66	1-67	12 mos.	EOA-Title II (CAP)	$ 35,000 for 6-66 through 12-66.	N.A.	N.A.	N.A.	No	No	Counseling and referrals for training or employment.	Courts and Probation Dept. Vocational Rehabilitation.		X	X	X

Table XVI (continued)

Summary Listing of Manpower Training Programs in Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Jobs for Progress, Inc. - Operation SER	8-67	8-67	8-67	EOA-Title II, (CAP). MDTA - E&D (from OMPER.)	($5,000,000 for 4 cities in California)		Not training slots. Number to be served not known.	New Program	New Program	New Program	Referrals, for placement or training. Job development.	CSES. Various Spanish-American community organizations to be involved in sponsoring group.	New Program	New Program	New Program	
East Bay Spanish-speaking Foundation, Mexican American Community Development Project - Spanish-Speaking Information Center	8-66	1-67 (CAP) 6-67 (CEP)	N.A.	EOA-Title II, (CAP). CEP.	$ 23,500 6-66 thru 12-66. $ 264,060 from CEP.		100 (for coupled OJT as funded by CEP)	New component	No	No	Regular CAP including adult and basic education and referrals for training or employment. A coupled OJT component funded by CEP as of summer, 1967.	N.A.	X	X		
Vocational Rehabilitation	N.A.	7-1-67	12 mos.	Voc. Rehab. Act, Ch. 4, Sec. 31 et. seq. and Social Security Act, Title II, Sec. 222)	$ 121,653 plus $ 24,000 from Social Security Trust Fund.	$ 121,653	440 for FY '68.	202 rehabilitated in FY '67.	No	No	Voc. Rehab. for disabled and for recipients of benefits from Social Security. Disability Trust Fund	Neighborhood Centers (CAP). Welfare Dept. and Skills Center make referrals.	X		X	

Table XVI (continued)

Summary Listing of Manpower Training Programs in Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization)	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees b/		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Oakland Public Schools g/																
1. Vocational Education for Persons with Special Needs		6-12-67	12 mos.	VEA of '63. George-Barden Act.	N.A.	N.A.	150	150	No	No	Voc. training in four occupations for "persons with special needs."	CSES				X
2. Vocational Education for Adults	1966	6-12-67	12 mos.	VEA of '63. George-Barden Act.	$ 13,000 Total funds for FY '68		100	100	No	No	Full-time day vocational education for adults in clerical occupations. May include remedial education					
Peralta h/ Junior College System - Vocational education		N.A.	N.A.	VEA of 1963.	$ 169,000 in VEA funds for FY '68.	$11,107,000 i/	Estimated 3,400 for Oakland in FY '68	N.A.	No	No	Full and part-time vocational education for junior college students j/	Advisory Committees in various occupations.	X			
Opportunities Industrialization Center of Oakland	6-67 (EDA). 5-67 (CEP).	6-30-67	6 mos.	EDA. CEP (see below)	EDA - $ 54,690. CEP - $ 629,000.	$ 100,000 in cash and kind expected	760 (funded by CEP)	90	No	No	Basic ed. and prevoc. training. Counseling a major component. Job development and placement.	None developed as of 8-67.	X		X	X

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Table XVI (continued)

Summary Listing of Manpower Training Programs in Oakland, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Source of Funds (Legislative Authorization)	Amount of Funds		Number of Slots	Number of Trainees[a]	Information on Trainees[b]		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Oakland Concentrated Employment Program	Spring 1967	6-30-67	12 mos.	MDTA.EOA Title I, Parts B and D. EOA Title II. (Nelson and Scheuer).	$4,600,000		2,415 apportioned among constituent programs.	Does not apply	Does not apply	Does not apply	Funding to various agencies for programs as shown on CEP Master Chart.	Linkages with all agencies funded by CEP.		X		

[a] Data refer to number of trainees as of 8-67 except as otherwise noted.

[b] A "yes" or "no" refers to whether data were made available to Greenleigh Associates. Available data are generally fragmentary and incomplete.

[c] This Program expired in August 1967. The Urban League OJT project, first funded in August 1967, was essentially a replacement for this program

[d] This amount covers both the ABE program and another program of Americanization Classes with 538 slots.

[e] There were 979 enrollees in October 1967, according to information supplied by the Bureau of Adult Education, California Department of Education. There were no classes in operation at the time of the field study.

[f] "N.A." means information not available to Greenleigh Associates at time of inquiry.

[g] The Oakland Public Schools also administer a vocational education program for high school students, with an expected enrollment of about 3.700 in FY '68. The funds for both the Special Needs and Adult Programs are included in the total FY '68 budget of $792,136, of which $222,799 is in Federal and State funds.

[h] The Peralta Junior College System covers six communities. Data on funds apply to the entire system; but the data on enrollment are based on estimates for Oakland alone.

[i] This figure includes all funds spent on liberal arts education. There is also a $24,000 allotment under the National Defense Education Act.

[j] Vocational training is for business, technical, and paraprofessional occupations and in skilled and semiskilled trades. A college Work-Study program is included.

Table XVII

Summary Listing of Manpower Training Programs in Fresno, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Legislative Source of Funds	Amount of Funds		Number of Slots	Number of Trainees[a]	Information on Trainees[b]		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Central California Associates--Migrant Program	5/10/67	5/10/67	14 mos.	EOA-Title III, B	$1,498,155	Applying for Foundation funds	540 (plus 3,000 non-stipended)	None (Could not be enrolled in stipended class during farming season.)	DNA[c]	DNA	Adult Basic Education for Migrant Workers. (Mostly Spanish-speaking) Prevocational training. Non-stipended classes in citizenship and consumer education as well.	None with job training agencies at present. Program too new. Planning and Technical assistance from University of California.	X	X	X	X
Fresno County Economic Opportunities Commission Operation Mainstream	5/65 for CAP. 7/66 for Nelson.	6/67	6 mos.	EOA-Title II, Section 205(d) EOA - Title II (CAP)	$ 125,000 For 6 mos.	In-kind from local agencies	57	50	Yes	DNA	Operation Mainstream with work experience in Parks Department. Basic Education. Counseling.	Public Health Department. CSES.	X			X
Fresno Unified School District--MDTA, Institutional[d]	Fall, '62	1/12/67 for courses	12 wks. and 30 wks. for courses. (Apparently 12 mos. for master.)	MDTA	$ 57,645	10% in-kind from sponsor	55	35	No	No	Institutional training for waiters and welders. Hope to add other courses.	None	X			X
Adult Basic Literacy	NA[e]	NA	12 mos.	ESEA - Title III	$ 15,093	NA	160	NA	DNA	DNA	Basic literacy	County Welfare Dept.	NA	NA	NA	NA

Table XVII (continued)

Summary Listing of Manpower Training Programs in Fresno, August 1967

Program	Date of Initial Funding	Date of Most Recent Funding	Duration of Most Recent Funding	Legislative Source of Funds	Amount of Funds		Number of Slots	Number of Trainees a/	Information on Trainees b/		Type of Program Offerings	Linkages With Other Agencies	Problems			
					Federal	Other			Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Fresno County Schools - Neighborhood Youth Corps	6/65	(FY '68 pending)	12 mos.	EOA-Title I, B	$916,000	In-kind only	205 out-of-school, 426 in-school, 540 summer.	100 out-of-school, 540 summer. As of 8/29/67.	Yes	No	NYC-in-school, out-of-school and summer components. Counseling. Some medical.	Youth Opportunity Center recruits enrollees for out-of-school program. County Mental Health Clinic and Crippled Children's Society provide medical services.	X	X	X	X
Fresno City Unified School District - Vocational Education	1964	7/1/67	9 mos. (school year)	Vocational Education Act of 1963	$ 76,029	$250,357	594	Not known until actual enrollment on 9/11/67.	No	No	Vocational education (and Work-Study in past) for adults and high school students.	CSES	X (Work-Study)			X
State Department of Vocational Rehabilitation	N.A.	N.A.	N.A.	Vocational Rehabilitation Act	$350,000	25% in cash from state.	350 - FY '68	314 Summer 1967	No	No	Nearly all skill training for disabled.	CSES	X		X	X

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a/ Data refer to number of trainees in 8/67 unless otherwise indicated.

b/ A "Yes" or "No" indicates whether data were made available to Greenleigh Associates. Available data are generally fragmentary and incomplete.

c/ "DNA" means question Does Not Apply, as when program is too new or question is not relevant.

d/ Information from Fresno office of California Department of Employment indicates there were also two MDTA programs sponsored by the Fresno City College in existence in August 1967. These included 50 slots and $201,032 in Federal funds.

e/ "N.A." means information was Not Available to Greenleigh Associates at time of inquiry.

Table XVIII

Summary Listing of Manpower Training Programs in St. Louis, August 1967

Program	Source of Funds (Legislative Authorization)	Date Began	Amount of Funds Allocated		Federal Funds Proposed FY '68	No. of Slots Sept. 1967	No. of Trainees Sept. 1967	Info. on Trainees Available[a]		Type of Program Offerings	Linkages With Other Agencies	Problems Identified			
			Federal	Other				Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
Comprehensive Manpower Program															
1. Central Admin. & Manpower Service (HDC)	EOA-Title II	12-1-66	$ 496,932		$ 497,000	To serve 6,000	Traffic of 23,000	-	-	Admin. and Coord.	Linkages with all agencies in city	X	X	X	Staffing
2. Gateway Centers (HDC & MSES)	EOA-Title II	12-1-66	$ 460,140		$ 590,000	To serve same 6,000 as above	Same as above	Yes	Yes	Intake and referrals to other agencies	Linkages with all agencies in CMP	X	X	X	Staffing
3. JEVS a) Diagnostic (1 week)	EOA	12-1-66	$ 266,303	$ 34,000	$1,000,000 for all JEVS [Includes b) and c)]		2,500 clients	Yes	-	Diagnostic Testing and Prevocational education	HDC; Control Center; WOU; UL; WEP; NYC; U of Mo.	X	X	X	
b) Vocational (1 week)	EOA	12-1-66	$165,083				600 clients	Yes	-	Prevocational education	As above	X	X	X	
c) Vestibule Training	EOA	12-1-66	$ 584,584	$ 119,350			875 clients	Yes	No	ABE, GED, and Voc. Training	As above	X	X	X	
4. Urban League	MDTA-OJT	5-66	$ 119,537	DNA		200	177	No	No	OJT	MSES; BAT	X	X	X	Staff
5. Urban League Pre-Apprenticeship Training	EOA	12-1-66	42,317	DNA		100	110	No	No	Pre-Voc. and Pre-Apprenticeship	HDC; BAT; Gateway Centers	X	X	X	Staff

Table XVIII (continued)

Summary Listing of Manpower Training Programs in St. Louis, August 1967

Program	Source of Funds (Legislative Authorization)	Date Began	Amount of Funds Allocated		Federal Funds Proposed FY '68	No. of Slots Sept. 1967	No. of Trainees Sept. 1967	Info. on Trainees Available		Type of Program Offerings	Linkages With Other Agencies	Problems Identified			
			Federal	Other				Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
6. Work Opportunities Unlimited (WOU)	EOA-Title II; and MDTA-OJT	7-1-66[b]	$ 159,000	$ 18,300	$ 150,000	500 OJT slots. To develop 2,500 jobs.	165 completed OJT training as of 4/30/67.	Yes	Yes	OJT; Job Development.	HDC;MSES; Job Bank.			X	
7. Neighborhood Youth Corps	EOA-Title I B	8-26-66[c] For in-school and out-of-school. 6-19-67 for summer.	$3,209,230	$ 609,180	$2,236,150	1645 to be served.	2,500 served.	Yes	Yes	ABE;GED; Work Training.	MSES;DPW; Gateway Ctrs; HDC; VIP;Voc. Rehab;Voc. Ed; Urban League.	X		X	Inadequate funds; long waiting lists.
8. MDTA-Multi-skill	MDTA-Inst.	1-67	$1,700,000			500	270	No	No	Multi-Occupation Voc. Skill Training in MDTA-Inst. setting	Voc. Ed. link with MSES only. MSES links with HDC; WOU; UL; WEP;NYC; VIP;Etc.	X	X	X	
9. Voluntary Improvement Program (VIP)	EOA-Title II	12-1-66	$ 192,000	$ 48,000	$ 312,000		Approx. 2,000 in classes.	No	No	ABE;GED; Voc. Trng. in clerical occupation.	HDC;Gateway Ctrs. DPW;MSES.	X	X	X	Volunteer staff; dropouts; staff training.
10. Welfare Title V	EOA-Title V	5-31-67	$2,010,175	$ 223,352		540	406	No	No	Work Experience; ABE;GED.	MSES;Gateway Ctrs; Div. of Welfare; U. of Mo. Ext; Bd. of Ed.	X	X	X	Staffing; recruiting males; case loads.

Table XVIII (continued)

Summary Listing of Manpower Training Programs in St. Louis, August 1967

Program	Source of Funds (Legislative Authorization)	Date Began	Amount of Funds Allocated		Federal Funds Proposed FY '68	No. of Slots Sept. 1967	No. of Trainees Sept. 1967	Info. on Trainees Available		Type of Program Offerings	Linkages With Other Agencies	Problems Identified			
			Federal	Other				Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
11. U. of Missouri Extension								Yes	-						
a) ABE & GED	ESEA-Title III	10-66	$ 123,000[d]			550				ABE &GED	JEVS;HDC Neighborhood Ctrs.	X	X	X	Staffing; Materials; Physical Plant.
b) ABE & GED	EOA-Title V	7-67	$ 149,000			436				ABE & GED	DPW;WEP	X	X	X	
c) Adult Ed.	EOA-Title II	7-67	$ 16,000	$ 4,000		100				Consumer Education for Head Start Mothers.	HDC;Head Start		X	X	
12. Cardinal Ritter Institute-Health Aide Training	EOA-Title II, Section 207, R+D.	8-1-66	$ 123,834	$ 7,392			75 Trainees	No	Yes	Training low-income people over 45 as Home Health Aides.	HDC;Public Health Service.				
Concentrated Employment Program															
1. Central[e] Admin. & Manpower Service (HDC)	CEP (MDTA; EOA - Title II, Section 205(d) and (e); Title I, D.)	6-67	$ 496,932			6,000-8,000 to be served.		-	-	Admin. & Coord.	All agencies in city.	X	X	X	
2. Neighborhood Ctrs. (MSES)	"	"	$ 478,738			Same 6,000-8,000 as above to be served.		No	No	Intake; Referral; Placement.	All agencies in CEP.	X	X	X	Staffing

Table XVIII (continued)

Summary Listing of Manpower Training Programs in St. Louis, August 1967

Program	Source of Funds (Legislative Authorization)	Date Began	Amount of Funds Allocated		Federal Funds Proposed FY '68	No. of Slots Sept. 1967	No. of Trainees Sept. 1967	Info. on Trainees Available		Type of Program Offerings	Linkages With Other Agencies	Problems Identified			
			Federal	Other				Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
3. JEVS	CEP (MDTA; EOA-Title II, Section 205(d) and (e); Title I, D.)	6-67	$ 188,655			2,600 to be served		Yes	-	Diagnosis; evaluation; referral.	MSES; Neighborhood Ctrs; HDC Manpower Service.	X	X	X	Adequate site
4. Special Impact	"	"	$ 422,831			400 to be served		Yes	No	Work training	MSES; Neighborhood Ctrs; ABE;HDC Manpower Service.	X	X	X	Counseling
5. New Careers	"	"	$ 762,412			200 to be served		No	No	Training for career jobs in community service occupations.	As above.	X	X	X	Technical staff
6. Adult Basic + GED	"	"	$ 226,794			600 to be served		No	-	ABE & GED	MSES;HDC Manpower Services; New Careers; Special Impact; Neighborhood Ctrs.	X	X	X	Space
7. N.Y.C.	"	"	$ 563,522			200		No	-	Work training and education for youth.	All Agencies	X	X	X	
8. MDTA-Coupled	"	"	$1,043,014[1]			900		No	No	Basic Ed; Pre-voc; Counseling, and OJT.	Urban League; WOU.	X	X	X	Staffing

Table XVIII (continued)

Summary Listing of Manpower Training Programs in St. Louis, August 1967

Program	Source of Funds (Legislative Authorization)	Date Began	Amount of Funds Allocated		Federal Funds Proposed FY '68	No. of Slots Sept. 1967	No. of Trainees Sept. 1967	Info. on Trainees Available		Type of Program Offerings	Linkages With Other Agencies	Problems Identified			
			Federal	Other				Characteristics	Placements			Funding	Coordination	Relations With Other Agencies	Other
9. Urban League - WOU - Job and OJT Development	CEP (MDTA; EOA-Title II. Section 205(d, and (e). Title I, D.)	6-67	$ 202,099			To develop the above 900OJT slots & 4,000 job openings.		No	No	Develop OJT positions & job openings.	MSES;HDC Manpower Service; HDC Central.	X	X	X	

a/ A "Yes" or a "No" refers to whether information was made available to Greenleigh Associates. Available data are generally fragmentary and incomplete.

b/ Contract expired 4-30-67. Applied for refunding.

c/ In-school program expired 6-18-67; out-of-school on 9-2-67; and summer program 9-2-67. Applied for refunding.

d/ This figure includes University of Missouri contribution.

e/ This component is also financed under the Comprehensive Manpower Program, as shown at beginning of this table.

f/ $670,600 allocated for trainee allowances. $262,419 for costs of a 16-week prevocational and basic education program for 400 trainees and $109,995 for costs for 6-week prevocational basic education program for another 400. Completers from these programs to be enrolled in OJT component.

NOTE: Following is a list of acronyms for agencies or programs in St. Louis.

ABE	Adult Basic Education
CMP	Comprehensive Manpower Program
DPW	Department of Public Welfare
GED	General Equivalency Diploma
HDC	Human Development Corporation
JEVS	Jewish Employment and Vocational Service
MSES	Missouri State Employment Service
UL	Urban League
U. of Mo., Ext.	-- University of Missouri Extension
VIP	Volunteer Improvement Program
WEP	Work Experience Program
WOU	Work Opportunities Unlimited

Table XIX

Summary of Manpower Training Programs in Springfield, August 1967

Program	Sponsor	Legislative Source of Funds	Amount of Funds		Number of Slots FY '67[a/]	Number of Enrollees August '67	Type of Offerings
			Federal	Other			
MDTA-Institutional	Springfield Vocational-Technical School	MDTA	$ 91,764 ($68,299 of the above was returned unused)		68	52	Institutional training for clerk-typists, cooks and service station mechanics.
MDTA-OJT	OACAC[b/]	MDTA	$ 52,596	None	100	60	Regular on-the-job training at various work sites.
Neighborhood Youth Corps 1) in-school	OACAC	EOA-Title I, B	$118,640	(est. $16,740 in kind)	180 in-school	250	Work experience. Counseling and follow-up are important components.
2) out-of-school			$127,850	(est. $13,070 in kind)	50 out-of school	59	
3) summer			$124,210	(est. $18,000 in kind)	240 summer	342	

Table XIX (continued)

Summary of Manpower Training Programs in Springfield, August 1967

Program	Sponsor	Legislative Source of Funds	Amount of Funds		Number of Slots FY '67[a]	Number of Enrollees August '67	Type of Offerings
			Federal	Other			
HOPE[c] Manpower Component	OACAC	EOA-Title II	$356,955	$32,700	To serve 1000	850	Outreach, recruitment, evaluation and testing, referrals, prevocational, work experience crews, ABE, job development, placement, counseling, and follow-up.
Operation Mainstream	OACAC	EOA-Title II	$ 60,090	$ 7,315 in kind	11	11	Training rural males in dairy laboratory and management techniques, trainees teach local dairy farmers the latest techniques. Program is actually outside of Springfield.
Adult Basic Education	OACAC	EOA-Title II	$ 52,487	$ 7,950 in kind	200	200	ABE geared to work crews and HOPE trainees in OJT, NYC, and Nelson programs.

Table XIX (continued)

Summary of Manpower Training Programs in Springfield, August 1967

Program	Sponsor	Legislative Source of Funds	Amount of Funds		Number of Slots FY '67[a]	Number of Enrollees August '67	Type of Offerings
			Federal	Other			
Vocational Rehabilitation	Division of Vocational Rehabilitation	Vocational Rehabilitation Act	N. A.[d]	N. A.	N. A.	N. A.	Standard vocational rehabilitation services to individuals.
Vocational Education for Adults	Springfield Vocational-Technical School	VEA of 1963	N. A.	N. A.	1600	1600	Technical and vocational courses one or two nights per week. Fees are charged. Some educational background is required.

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[a] Based on best possible information on size and scope of programs available at time of field visits. Dates of funding and refunding vary so that some programs were due to expire soon and others were being refunded.

[b] Ozarks Area Community Action Corporation, the local CAP agency.

[c] Help Ozarkians Plan Employment, manpower arm of the OACAC.

[d] N. A. means information was not available to Greenleigh Associates at time of field visits.

Table XX

Summary Listing of Federal Manpower Training Programs in Boston, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b]
MDTA	Boston Public Schools	MDTA	650	506	Skill training in institutional setting. Basic education for youth.	Yes	-	Yes
On-the-Job Training	Urban League of Greater Boston	MDTA	200	N. A.[c]	On-the-job training and job development. Referrals.	Yes	-	N. A.
MDTA-OJT	ABCD[d]	MDTA-OJT	300	54	Skill training. OJT job development.	Yes	ABCD. Job Corps. Neighborhood Employment Centers. NYC. OIC. Urban League.	Yes
Neighborhood Orientation Centers	ABCD	CEP (MDTA; EOA-Title I, D and Title II)	2, 400 stipended and 2, 400 without stipends	210	Employment orientation, prevocational and skill training, job placement and supportive services.	Yes	Other ABCD programs.	Yes

Table XX (continued)

Summary Listing of Federal Manpower Training Programs in Boston, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b]
Neighborhood Employment Centers	ABCD	EOA-Title I, D and Title II	8,500 to be served in 9 mos	DNA[e]	Job referrals, prevocational training, work experience, recruitment, supportive, and follow-up services.	Yes	Most others in Boston.	No
Adult Work Crew Program - A Community Employment and Betterment Program	ABCD	EOA-Title II (Nelson)	100	82	Skill training, work experience, job placement.	No	All ABCD programs. NYC. New Careers.	Yes
New Careers	ABCD	EOA-Title II (Scheuer)	200	30	Collateral education, on-the-job training.	Yes	-	Yes
Neighborhood Youth Corps (out-of-school)	ABCD	EOA-Title I, B	400	Approximately 230	Remedial education, vocational training, counseling, work experience.	Yes	MDTA.	Yes

Table XX (continued)

Summary Listing of Federal Manpower Training Programs in Boston, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b/]
Neighborhood Youth Corps (in-school)	Boston Public Schools	EOA-Title I, B	763	613	Work experience.	No	-	Yes
Youth Opportunity Centers for NYC Graduates	ABCD	EOA-Title I, B and D	150	N. A.	Job orientation, skill training, GED education, counseling, OJT placements and MDTA referrals.	Yes	NYC.	N. A.
Opportunities Industrialization Center of Greater Boston, Inc.	ABCD	EOA-Title I and II. MDTA.	N. A.	New Program	Prevocational, skill training.	-	-	N. A.
Work Experience and Training	Department of Public Welfare	EOA-Title V	2, 200 per year. (no more than 1, 100 at one time.	N. A.	Vocational training in various skills, work experience, medical services.	-	-	Yes

Table XX (continued)

Summary Listing of Federal Manpower Training Programs in Boston, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b/]
Adult Basic Education, (with skills training)	Boston Public Schools	ESEA-Title III	800-900	700	Adult basic education, and skill training in sewing, needlework, and woodworking.	No	Boston Public Welfare Dept.	Yes
Vocational Rehabilitation	Massachusetts Rehabilitation Commission	Vocational Rehabilitation Act	DNA	N. A.	Counseling, skill training (including on-the-job), job placement, work experience, supportive services.	-	-	N. A.
Preparation for Apprenticeship Examinations	Boston Public Schools	VEA of '63	100	60	Special courses to prepare minority group members for entrance into apprenticeship programs.	-	-	No

Table XX (continued)

Summary Listing of Federal Manpower Training Programs in Boston, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b]
Training for Distributive Occupations	Boston Public Schools	George-Barden Act	400	225	Training adults "to become productive members of the retail community."	-	-	N. A.

[a] Refers to number enrolled in October 1967, unless otherwise indicated.

[b] Column refers to whether program could be expanded to meet unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

[c] "N. A." means data were Not Available to Greenleigh Associates at time of inquiry.

[d] ABCD = Action for Boston Community Development (CAA).

[e] "DNA" means Does Not Apply, as when program is too new or question is irrelevant.

Table XXI

Summary Listing of Manpower Training Programs in Dallas, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b]
El Centro Manpower Center MDTA - Institutional	Dallas County Junior College System	MDTA	80[c]	66	Basic education, prevocational, skill training.	Yes	-	Yes
Lamar Manpower Center MDTA - Institutional	Dallas Independent School District	MDTA	50[d]	29	Occupational training.	Yes	-	Yes
MDTA - Coupled OJT	The Valley Project and Livingston-Temco-Vought	MDTA	750	N.A.[e]	Four weeks of institutional training, followed by relocation and OJT in aircraft assembly.	Yes	-	Yes
MDTA-OJT and Coupled OJT	Various employers contracting with BAT	MDTA	500[f]	185	On-the-job training and Coupled OJT.	Yes	BIA.	Yes
Coupled OJT	Texas Instruments	MDTA	400	400	OJT for machinists, 9 mos. in MDTA and 3 years in company program.	Yes	BIA.	No

Table XXI (continued)

Summary Listing of Manpower Training Programs in Dallas, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b/]
New Careers	Dallas County Community Action Committee (CAC)	EOA-Title II (Scheuer)	100	35	Basic education, work training, work experience.	No	CAC Neighborhood Centers.	Yes
Operation Employment, Neighborhood Youth Corps (out-of-school)	Operation Employment of Dallas County CAC	EOA-Title I, B	287	N. A.	Remedial education, vocational training, counseling, work experience, job placement.	Yes	MDTA. New Careers. OIC.	Yes
DAL-TEX Neighborhood Youth Corps, (In-school)	Dallas County Community Action Committee, Inc. (CAC)	EOA-Title I, B	300	330	Work experience, supportive services. Also job development and additional training for high school graduates.	Yes	-	Yes
Opportunities Industrialization Center	Dallas County CAC	EOA-Title II (1/3); MDTA (1/3). (1/3 of funds from non-Federal sources)	250	278	Prevocational, basic education, job development (skill training planned).	No	-	Yes

Table XXI(continued)

Summary Listing of Manpower Training Programs in Dallas, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b/]
Adult Basic Education	Dallas Independent School District	ESEA-Title III	1500-2000	923	Basic education, including intermediate (grades 4-6) and advanced (grades 7-8).	No	MDTA. NYC.	No
Employment Assistance for American Indians	U. S. Dept. of Interior, Bureau of Indian Affairs	P. L. 959 (as amended by P. L. 89-14, 1965)	225	225	Skill training, job placement, supportive services.	Yes	MDTA. OJT (thru BAT).	Yes
Vocational Rehabilitation	Texas Education Agency, Office of Vocational Education	Vocational Rehabilitation Act	225	225	Skill training, counseling and testing, work experience, job placement, supportive services.	Yes	CAC Neighborhood Centers.	Yes
Programs for the Blind	Dallas County Association for the Blind	Vocational Rehabilitation Act	400 in all programs	400 in all programs	Employment, training, recreation, and social services.	No	-	Yes

Table XXI (continued)

Summary Listing of Manpower Training Programs in Dallas, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable if Funds Added[b]
Vocational Education - Dallas Vocational School	Dallas Evening School System, Dallas Independent School District	VEA of 1963; Smith-Hughes	N. A.	12, 666[g]	Remedial education: GED refresher, skill training.	Yes	NYC in-school.	No

[a] Refers to number enrolled in October 1967, unless otherwise indicated.

[b] Column refers to whether program could be expanded to meet currently unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

[c] These slots are for FY '67; no funding for FY '68 as of October 2, 1967.

[d] Proposals for 140 slots were pending as of October 2, 1967.

[e] "N. A." means data were Not Available to Greenleigh Associates at time of inquiry. The Valley Project is to provide institutional training in the Lower Rio Grande Valley for 750 persons and relocate them in Dallas for eight weeks of OJT at L-T-V. Fifteen trainees begin the program each week.

[f] This figure is the number of slots allocated for FY '68. It does not include the 185 current trainees. Included in the 500 are 152 slots in OJT and 348 in Coupled OJT.

[g] This figure refers to persons served during 1966-67, and includes continuing education.

Table XXII

Summary Listing of Manpower Training Programs in Huntington, West Virginia, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages with Employment Service	Relations with Other Agencies	Expandable if Funds Added[b]
MDTA-OJT	SCAC[c]	MDTA-OJT	200	100	Skill training.	Yes	NYC. New Careers. Vocational rehabilitation.	No
New Careers	SCAC	EOA-Title II (Scheuer)	68	N. A.[d]	Vocational skills and knowledge.	No	MDTA-OJT. NYC.	Yes
Neighborhood Youth Corps (out-of-school)	SCAC	EOA-Title I, B	100	85	Remedial education (high school level), skill training.	Yes	MDTA-OJT	Yes
Adult Basic Education	West Virginia State Department of Education	ESEA-Title III	N. A.	400	Basic education through GED in evening classes.	Yes	SCAC. Vocational education. Dept. of Welfare.	Yes
Work Experience and Training	Department of Welfare	EOA-Title V	N. A.	900	Full-time ABE in public schools	N. A.	State Department of Education ABE program.	N. A.

Table XXII (continued)

Summary Listing of Manpower Training Programs in Huntington, West Virginia, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages with Employment Service	Relations with Other Agencies	Expendable if Funds Added[b]
Vocational Rehabilitation	State Board of Vocational Education	Vocational Rehabilitation Act	DNA[e]	1,100 in all services	Counseling, vocational skills, placement, supportive services.	Yes		Yes
Vocational Education	West Virginia State Department of Education	VEA of '63	N. A.	125	Vocational skills.	No	MDTA-OJT.	Yes

[a] Refers to number enrolled in October 1967, unless otherwise indicated.

[b] Column refers to whether program could be expanded to meet currently unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

[c] SCAC = Southwestern Community Action Council, Inc. (CAA).

[d] "N. A." means information Not Available to Greenleigh Associates at time of inquiry.

[e] "DNA" means Does Not Apply, as when program is too new or question is irrelevant.

Table XXIII

Summary Listing of Manpower Training Programs in Miami, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
MDTA - Experimental and Demonstration	TIDE (Testing, Informing, Discussing, and Evaluating)	MDTA - E and D	36	36	Prevocational.	N.A.[c]	Job Corps.	Yes
MDTA - Institutional	Dade County Board of Public Instruction	MDTA - Institutional	N.A.	N.A.	Basic education and skill training	N.A.		Yes
MDTA - OJT	Florida Industrial Commission, Department of Apprenticeship	MDTA - OJT	72-80	N.A.	On-the-job training.	Yes		N.A.
MDTA - OJT	EOPI[d]	MDTA - OJT	600[e]	N.A.	On-the-job training.	Yes		Yes
MDTA - Coupled OJT - Special Youth Project	Dade County Association for Retarded Children	MDTA - Institutional and OJT	60	30	Basic education, skill training (on-the-job).	Yes	Vocational Rehabilitation. Neighborhood Youth Corps. Job Corps.	Yes

Table XXIII (continued)

Summary Listing of Manpower Training Programs in Miami, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees a/	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added b/
Dade County Migrant Worker Program	Community Action Fund, Inc.	EDA - Title III, B and MDTA	285 in MDTA	225 in prevocational education	Multi-faceted Migrant program includes prevocational education and MDTA training, and recruitment for basic education.	No		Yes
Job Development and Placement Service	EOPI	EOA - Title II	N.A.	3,000 placed in 18 months	Job development, counseling, job placement.	Yes	N.A.	N.A.
New Careers	EOPI of Dade County	EOA - Title II (Scheuer)	130	138	Basic remedial education, on-the-job training.	Yes		Yes
Work Experience and Training Program	Florida State Department of Public Welfare	EOA - Title V	300	300	Adult basic education, vocational training, work experience, job development.	Yes	MDTA - OJT. EOPI. Vocational Rehabilitation.	No

Table XXIII (continued)

Summary Listing of Manpower Training Programs in Miami, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Neighborhood Youth Corps (in-school and out-of-school)	South Florida Economic Opportunity Development Council, Inc.	EOA - Title I, B	500	N.A.	Work experience.	Yes	MDTA. Vocational Rehabilitation. EOPI.	No
Neighborhood Youth Corps (out-of-school)	Metropolitan Dade County, Dept. of Public Welfare	EOA - Title I, B	500	572	Counseling, work experience.	Yes	MDTA, Job Corps. WICS.	No
Neighborhood Youth Corps (in-school)	Dade County Board of Public Instruction	EOA - Title I, B	850	890	Prevocational, work experience, supportive services.	No		Yes
Women's Job Corps Recruitment	WICS	EOA - Title I	N.A.	513 served to date	Recruitment and screening for Job Corps.	N.A.	N.A.	No
Adult Basic Education	Dade County Board of Public Instruction, Lindsey-Hopkins Center	ESEA - Title III[f]	N.A.	2,275[g]	Adult basic education up to ninth-grade level.	No	NYC. EOPI. DPW - Title V.	Yes

Table XXIII (continued)

Summary Listing of Manpower Training Programs in Miami, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Indian Education	Miccosukee Indian Camp	ESEA - Title III	Does not apply	200	Outreach and recruitment and basic education for Indians.	No	ABE. BIA.	No
Cuban Refugee Adult Education	Dade County Board of Public Instruction	Not clear[h]	N.A.	4,500 in English classes and 400-500 in vocational courses	Basic and vocational education.	No	Cuban Refugee Centers	Yes
Vocational Rehabilitation	Division of Vocational Rehabilitation, State Department of Education	Vocational Rehabilitation Act	N.A.	N.A.	Counseling, vocational training, job placement.	Yes		Yes
Special Vocational Programs	Jewish Vocational Service of Greater Miami Jewish Federation	Vocational Rehabilitation Act			Counseling, prevocational and vocational training, job placement for persons with special work problems.	No		No

Table XXIII (continued)

Summary Listing of Manpower Training Programs in Miami, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Adult Vocational Education	Dade County Board of Public Instruction, Lindsey-Hopkins Center	VEA	N.A.	18,000 estimated for 1968	Vocational education and supportive services.		MDTA. DPW - Title V.	No

[a] Data refers to number enrolled in October 1967, unless otherwise indicated.

[b] Column refers to whether program could be expanded to meet currently unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

[c] "N.A." means information was Not Available to Greenleigh Associates at time of inquiry.

[d] EOPI = Economic Opportunity Program, Inc. (CAA).

[e] Included in the 600 are 150 for direct OJT and 450 for prevocational and then OJT. However, the 450 slots are dependent on additional funding which now appears unlikely.

[f] Program currently receives subsidies under EOA-Title V to provide basic education for welfare recipients.

[g] Number served in first half of 1967.

[h] Funded on a reimbursement basis by HEW. Funds are believed to derive from President's Emergency Fund (for Cuban refugees) of February 1961.

Table XXIV

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
MDTA - Institutional	Phoenix College, Arizona State University, and some private training facilities	MDTA - Inst.	180	180	Prevocational, skill training, job placement, supportive services.	Yes	ABE, LEAP,[c] MDTA-OJT, Migrant Opportunities Program, NYC, Vocational Rehabilitation, Work Experience and Training	Yes
MDTA - Institutional	Phoenix Union High School System	MDTA - Inst.	420	304	Skill training, job placement	Yes	BAT, BIA, CEP, LEAP, MDTA-OJT, Migrant Opportunities Program, Urban League, Work Experience and Training	Yes

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
MDTA-OJT	BAT; Arizona Employment Service	MDTA-OJT	660 for entire State	NA[d]	Skill training (on-the-job)	Yes	Arizona Apprenticeship Council, BIA	No
MDTA-Coupled	BAT; Arizona Employment Service	MDTA-OJT; CEP	714 (mostly new slots)	125	Coupled OJT	Yes	Urban League, CEP, LEAP, NYC, MOP, BIA	No
MDTA-Coupled OJT	Urban League	MDTA-Inst. and OJT	200	26 (new program)	Basic education, prevocational, skill training, counseling, work experience	Yes	NYC	Yes
Skill Training Opportunity Project for Migrants	Migrant Opportunity Program (MOP) - of Arizona Council of Churches	MDTA-E&D (MOP itself and its other components funded under EDA-Title IIIB	145	145	Basic education, prevocational	Yes	ABE, MDTA, Vocational Education	Yes

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
MDTA - Experimental and Demonstration	Maricopa[e] Council for Retarded Children	MDTA-E & D	132	132	Work experience (sheltered workshop), yes job development, job placement, supportive services, for mentally retarded	Yes	Vocational Rehabilitation, Health agencies and hospitals	Yes
Apprenticeship Program	Urban League	National Apprenticeship Act of '37	30	New program	Prevocational, supportive services	No	Urban League - OJT	NA
New Careers	LEAP[c]	EOA - Title II (Scheuer) (Funded through CEP)	165	New program	Adult basic education prevocational, skill training (on-the-job), counseling, work experience	Yes	Urban League - OJT, SER	NA
Jobs for Progress - an SER project	League of United Latin American Citizens, Jobs For Progress, Inc.	EOA - Title II	DNA[f]	DNA[f]	Prevocational and vocational training, job development, placement, referrals for training	-	-	Yes

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b/]
Operation Mainstream	LEAP	EOA - Title II (Nelson)	135	135	Adult basic education, work experience. Present sites are Dept. of Parks and Planned Parenthood Federation.	Yes	ABE.	No
Neighborhood Youth Corps	LEAP	EOA -Title I, B.	N.A.	In FY'67-- 477 in-school; 277 o-school 1167 summer	Primarily work experience; also skill training; literacy; counseling; and job placement.	Yes	MDTA. MOP.	Yes
Opportunities Industrialization Center	Valley Christian Center	CEP[g/]	200 to 400	118	Basic education (being started), prevocational, job placement.	Yes	DNA.	N.A.

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b/]
Work Experience and Training Program	State Department of Public Welfare	EOA - Title V	180	180	Adult basic education and GED, prevocational, vocational instruction, skill training (on-the-job), counseling, work experience, job placement, supportive services.	Yes	ABE.	Yes
Adult Vocational Training and Employment Assistance for American Indians	BIA	P. L. 84-959	100 OJT; 135 inst.	100 OJT; 110 inst.	Prevocational, skill training, job finding and placement, supportive services, and OJT.	Yes	ABE. MDTA. NYC. Vocational Education. Vocational Rehabilitation.	Yes
Adult Basic Education	Phoenix Union High School System	(ESEA - Title III and CEP)	-0-	-0-	Adult basic education.	No	MOP.	Yes

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

Program	Sponsor	Sources of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Vocational Rehabilitation	State Division of Vocational Rehabilitation	Voc. Rehab. Act	DNA	N.A.[1]	Skill training, counseling and testing, work experience, job placement, supportive services	Yes	MDTA-E and D.	Yes
Vocational Rehabitation, Social Security Disability Beneficiaries	State Division of Vocational Rehabilitation	Social Security Act - Title II, Sec. 222 (d).	DNA	154	Vocational training, supportive services	N.A.	Arizona Industrial Commission	No
Vocational Education	Phoenix Union High School System; Phoenix Junior College; Arizona State University.	VEA of '63	N.A.	N.A.	Vocational and GED education for adults and out-of-school youth. Fees charged for those over 21 years.	No	MOP. Title V.	N.A.

Table XXIV (continued)

Summary Listing of Manpower Training Programs in Phoenix, October 1967

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a/ Refers to number enrolled in October 1967, unless otherwise indicated.

b/ Column refers to whether program could be expanded to meet unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

c/ LEAP=Leadership and Education for the Advancement of Phoenix (CAA)

d/ "N.A." means data Not Available to Greenleigh Associates at time of inquiry.

e/ The Civitan Foundation is expected to take over this program under a CEP grant in December 1967, when the MDTA contract expires. There are 408 slots are projected for 1968.

f/ "DNA" means Does Not Apply, as when program is too new or question is irrelevant. In this case at time of study, 1300 persons had been registered; of these 140 were placed in jobs and 700 referred for employment; 900 job openings had been developed.

g/ OIC was established in the summer of 1967 with private funds. A CEP contract was in process at the time of the study.

h/ At the time of the field visits, funds for ABE in Phoenix had been discontinued. MOP was financing ABE courses in the Phoenix High Schools for its enrollees in LPN. CEP was not yet fully operational, but contracts for CEP-financed ABE programs in the Phoenix Union High School System were being processed.

i/ There were 2,500 persons receiving Vocational Rehabilitation services in the State. The data for Phoenix were not available.

Table XXV

Summary Listing of Manpower Training Programs in Seattle, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b/]
MDTA-Institutional - Washington Multi-occupational Project	Seattle Community College	MDTA-Institutional	300	132	Basic education, prevocational, vocational training, job placement.	Yes	-	N. A.[c/]
MDTA-Coupled OJT	Various Employment Sites	MDTA-OJT	575	575	Prevocational, skill training, and work experience.	Yes	-	N. A.
MDTA-OJT	Delta Rehabilitation Center	MDTA-OJT	20	6	Skill training.	Yes	-	Yes
MDTA-OJT	Group Health Cooperative of Puget Sound	MDTA-OJT	77	31	Skill training.	Yes	-	No
MDTA-OJT	Urban League	MDTA-OJT	125	85	Skill training.	Yes	CAMP. OIC. Vocational Rehabilitation.	Yes
Beautification Project - a Community Employment and Betterment Program	CAMP[d/]	EOA-Title II (Nelson)	42	34	Work experience.	Yes	New Careers. OIC. Vocational Rehabilitation.	Yes

Table XXV (continued)

Summary Listing of Manpower Training Programs in Seattle, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
New Careers Project	Seattle-King County Economic Opportunity Board (CAA)	MDTA, EOA	250	102	Academic work (college level), on-the-job training.	Yes	CAMP. Head Start MDTA, NYC, OIC, SDPA.[e]	No
Mainstream Study Center[f]	CAMP	EOA -Title II (Scheuer)	30	30	Basic education, prevocational, vocational training, work experience.	No	OIC.	Yes
Adult Basic Education	St. Peter Claver Interracial Center	EOA-Title II	50-75	20	One-to-one tutoring in literacy, language, speech, and arithmetic for low-income persons.	No	-	Yes
Neighborhood Youth Corps (NYC) out-of-school	City of Seattle[g]	EOA-Title I, B	140[h]	Approximately 120	Basic education and GED, skill training, work experience.	Yes	CAMP. MDTA.	Yes

Table XXV (continued)

Summary Listing of Manpower Training Programs in Seattle, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Neighborhood Youth Corps (NYC) out-of-school	King County Commissioners	EOA-Title I, B	150[i]	90-95[i]	Prevocational, work experience.	Yes	CAMP. MDTA.	No
Neighborhood Youth Corps (NYC) in-school	King County Commissioners	EOA-Title I, B	180	180	Prevocational, work experience.	Yes	CAMP.	No
Neighborhood Youth Corps (NYC) in-school	Seattle School District # 1	EOA-Title I, B	245	100	Prevocational, work experience, supportive services.	Yes	CAMP. Boys' Club Youth Job Corps Program.	Yes
Recruitment for Women's Job Corps	Women in Community Service, Inc.	None	DNA	500 applicants in 3 years	Recruitment, screening, counseling, and follow-up.	No	Job Corps.	No
Work Experience and Training[l]	State Department of Public Assistance	EOA - Title V	260	269	As above	Yes	MDTA. OIC.	Yes
Community Work and Training[l]	State Department of Public Assistance	Social Security Act, Title IV	DNA[k]	32	ABE and GED, vocational instruction, work experience, job placement, supportive services	Yes	MDTA. OIC.	Yes

Table XXV (continued)

Summary Listing of Manpower Training Programs in Seattle, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a/]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b/]
Opportunities Industrialization Center (SOIC)	Seattle-King County Economic Opportunity Board (CAA)	EOA-Title I, D and Title II. MDTA	3,232 including all services	845 in all services	Prevocational, skill training, counseling, job development, job placement.	Yes	BAT. CWT. MDTA. NYC. New Careers.	Yes
Vocational Rehabilitation	State Division of Vocational Rehabilitation, Coordinating Council for Occupational Education	Vocational Rehabilitation Act	DNA	N. A.[1/]	Skill training, counseling and testing, work experience, job placement, supportive services.	Yes	CWT. MDTA. SDPA.	Yes
Vocational Rehabilitation for the Blind	Northwest Region Rehabilitation Center for the Blind	Vocational Rehabilitation Act	DNA	28	Prevocational (basic skills in braille), vocational training, job development, job placement.	No	Regular Rehabilitation Programs.	Yes

Table XXV (continued)

Summary Listing of Manpower Training Programs in Seattle, October 1967

Program	Sponsor	Source of Funds (Legislative Authorization)	Number of Slots	Number of Trainees[a]	Type of Program Offerings	Linkages With Employment Service	Relations With Other Agencies	Expandable If Funds Added[b]
Indian Training Programs	Western Washington Indian Agency	PL959	150 in training	150	Vocational training, counseling, and job placement.	No	-	N. A.

[a] Refers to number of trainees in October 1967, unless otherwise indicated.

[b] Column refers to whether program could be expanded to meet unmet needs if additional funds were allocated. A "No" answer generally means there are other limits on the scope of the program, such as inability to develop OJT work sites or to recruit eligible enrollees.

[c] "N. A." means information was Not Available to Greenleigh Associates at time of inquiry.

[d] CAMP = Central Area Motivation Program, a delegate agency of the Seattle-King County Economic Opportunity Board.

[e] Seattle Department of Public Assistance.

[f] There was some confusion about the title and funding of this project. It appears that it may have been formerly funded under the Nelson Amendment but currently funded, with a new emphasis, under the Scheuer Amendment.

[g] There are at least two state-wide Neighborhood Youth Corps projects in parks, recreation, and conservation areas which allocate some slots to the Seattle area.

[h] The 140 slots include 50 for the Coupled OJT program.

[i] The 150 slots include 50 for the Coupled OJT program; the 90-95 trainees include 30-35 in the Coupled OJT program.

[j] Community Work and Training and Work Experience and Training are operated together as a single program.

[k] "DNA" means Does Not Apply, as when program is too new or question is not relevant.

[l] There are 463 "in training" in the entire northwest Washington area; 123 others ready for employment; and 266 employed but still being followed.

Table XXVI

Economic Opportunity Amendments of 1967: Recommendations in the Report from the Senate Committee on Labor and Public Welfare, and the Report from the House Committee on Education and Labor

Program or Feature	Senate[a]	House[b]
Job Corps	Limit enrollment to 45,000 for fiscal 1968 and appropriate $295 million.	Same.
	Maximum operating costs $7300 per residential enrollee. (Existing statutory limit is $7500.)	$6500 maximum per residential enrollee, $2500 for nonresidential.
	25 percent proportion of women. (Existing proportion is 23 percent.)	Same, plus immediate action to achieve 50 percent as soon as practicable.
	Systematic evaluation of Job Corps to measure specific benefits and assess program effectiveness.	Same.
	Community participation and development of cooperative activities between Job Corps and nearby communities (e.g., using enrollees in projects for community improvement).	Permit some enrollment on a nonresidential basis, for which age eligibility shall begin at 14. More effective participation of states in Job Corps programs, including coordination with State-operated programs.
	Better counseling and placement, working cooperatively with Employment Service.	Similar.
	Careful and systematic evaluation of Job Corps program.	Same.
	In cooperation with Commissioner of Education, enter into agreements with state educational agencies to pay the cost of establishing and operating model community vocational education schools and skill centers.	Same.

Table XXVI (continued)

Economic Opportunity Amendments of 1967: Recommendations in the Report from the Senate Committee on Labor and Public Welfare, and the Report from the House Committee on Education and Labor

Program or Feature	Senate [a]	House [b]
Work and Training for Youth and Adults:	All funds channeled to communities through a prime sponsor, who is required to develop and implement a comprehensive work and training program which provides participants a wide range of choices and an unbroken sequence of services.	Comprehensive community work and training under a single local sponsor. Prime sponsor would be central planning and administering agency, but not necessarily an operating agency; where feasible, use other local agencies as delegate or operating agencies.
Neighborhood Youth Corps	Include adults. Strengthen program with basic education and institutional or on-the-job training.	Same.
Community Employment (Nelson)	Lack of employment opportunities added as basis for eligibility.	Same.
New Careers (Scheuer)	Stress need to create new careers with advancement opportunities.	Same.
Special Impact (Kennedy-Javits)	Continue, with very close links to related activities, including HUD programs.	Similar.
Concentrated Employment Program	Given legislative recognition.	Same.
Recruitment, counseling, placement services	Financial assistance therefor may be included in work and training programs.	Same.
Employer incentives	Incentives to private employers other than non-profit organizations, to hire and train unemployed and low-income persons.	Same, but not for industries which are highly mobile, labor intensive, and vigorously competitive on a national basis, which have high labor turnover, and in which specific skill or training is not required. Wherever appropriate, rules and regulations of MDTA applicable.

Table XXVI (continued)

Economic Opportunity Amendments of 1967: Recommendations in the Report
from the Senate Committee on Labor and Public Welfare,
and the Report from the House Committee on Education and Labor

Program or Feature	Senate[a/]	House[b/]
Adult Basic Education	Should continue to be an eligible CAP activity but should be tied to a sequence of manpower training activities in order to obtain the greatest return.	Includes assisting individuals to "... attain basic educational skills needed for employment [or] family self-help..." as possible CAP activities.
Migrants	Continue, with particular emphasis on education and occupational training.	No change, but program should remain essentially supplementary. Ought not to be expanded so as to become largely duplicatory of other programs, including community action.
Project FIND (new)	For elderly persons: identify and meet needs of persons above 60, including provision of new employment and volunteer opportunities.	Similar, but above age 55.
Title V	To maximum extent feasible, work and training components of Title V should be made part of community's comprehensive work and training program. Where appropriate, funds for such components should be channeled through to prime sponsor, although it is recognized that this will *not always be practicable, such as* where WEP operates on a State-wide basis.	Similar.

Table XXVI (continued)

Economic Opportunity Amendments of 1967: Recommendations in the Report from the Senate Committee on Labor and Public Welfare, and the Report from the House Committee on Education and Labor

Program or Feature	Senate[a]	House[b]
Program data and evaluation	Develop program data system consistent with other relevant Federal programs; publish periodically. Continuing evaluation with proper control groups. Published standards for evaluation of program effectiveness to be considered in project renewals and supplements.	Same.
Program coordination	Maximum feasible use of resources under other Federal programs for work and training and the resources of the private sector. Special coordination responsibilities in training programs are referred to, with agencies acting "through such procedures or mechanisms as the President may prescribe."	Same. No change from existing provision, which refers to President's Committee on Manpower as the coordinating mechanism.
Emergency Employment Act of 1967	$1 billion for job programs, $300 million for loans, in fiscal 1968; $1.5 billion for job programs in fiscal 1969.	Not included.

Table XXVI (continued)

Economic Opportunity Amendments of 1967: Recommendations in the Report from the Senate Committee on Labor and Public Welfare, and the Report from the House Committee on Education and Labor

Program or Feature	Senate [a]	House [b]
MDTA, Sect. 203	Training allowances for all youths shall be at same rate, eliminating the difference in existing law between training allowance for youth coming out of other training programs and youth not attending such programs.	Not included.

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[a] Report of the Committee on Labor and Public Welfare, U.S. Senate, on S. 2388, submitted by Senator Clark on September 12, 1967.

[b] Report of the Committee on Education and Labor, House of Representatives, to accompany S. 2388, submitted by Congressman Perkins on October 27, 1967.

Table 1

Adult Basic Education (Elementary and Secondary Education Act, Title III): Funds and Participants Since Program Inception

Fiscal Year	Federal Funds Obligated	Program Participants (Cumulative Enrollment at End of Year)
1965[a]	$ 4,444,703	38,000
1966	$35,501,267[b]	378,906
1967	$30,000,000	380,838[d] (est.)
1968	$44,200,000[c]	--

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[a] Program operated in 1965 as Title II - B of Economic Opportunity Act.

[b] Including carryover from FY 1965 of $14,443,164.

[c] Proposed in President's Budget for 1968.

[d] Estimated by Bureau of Adult Basic Education.

SOURCE: Data from HEW-Office of Education, Bureau of Adult Basic Education, Adult Basic Education, Program Summary (March 1967); 1966 figure on program participants from HEW-OE, "Adult Basic Education Program, Summary for Fiscal Years 1965-66-67."

Table 2

Adult Basic Education (Elementary and Secondary Education Act, Title III): Distribution of Program Participants by Grade Level, Fiscal 1966

Grade Levels of Instruction	Program Participants	
	Number	Percent
0-3	125,039	33
4-6	155,351	41
7-8	98,516	26
(Completed 8th grade)	(57,711)	(15)

SOURCE: Data from HEW-Office of Education, Bureau of Adult Basic Education, "Adult Basic Education Program, Summary for Fiscal Years 1965-66-67" (undated).

Table 3

Adult Basic Education in Community Action Programs (OEO): Number of Program Participants and Amount of Federal Funds, Fiscal 1965-1967

Item	Fiscal 1965[a]	Fiscal 1966[a]	Fiscal 1967[b]
Funds expended	$3,339,000	$22,000,000	$18,000,000
Number of enrollees	23,915	56,000	50,000

[a] Office of Economic Opportunity, Summary of Adult Basic Education, undated.

[b] Office of Economic Opportunity, Office of Research, Plans, Programs, and Evaluation.

Table 4

Community Work and Training, Social Security Act - Section 409: Number of Program Participants and Amount of Federal Funds, By State, May 1967 a/

State	Number of Program Participants b/	Federal Funds (Estimated) c/
California	4,100	$ 196,800
Colorado	520	$ 31,464
Illinois	640	$ 62,700
Kansas	75	$ 3,224
Maryland	21	$ 1,860
Michigan	140	$ 10,920
Ohio	1,900	$ 134,820
Oregon	330	$ 10,360
Pennsylvania	350	$ 37,224
Washington	180	$ 11,440
West Virginia	6,900	$ 804,960
Wisconsin	27	$ 3,380
Total	15,300	$1,309,152

a/ Most recent month for which data are reported. Data are not reported on an annual basis.

b/ Number of adult recipients in community work and training programs.

c/ Estimated by applying Federal share for AFDC Assistance payments in the respective States to the State total of "Money Payments to Recipients for Work Performed on Work and Training Programs."

SOURCE: Data from HEW-SRS, Assistance Payments Administration: "Number of Program Participants" and "Money Payments" reported in "Advance Release of Statistics on Public Assistance, May 1967," Table 12.

Table 5

Job Corps: Total Funds and Total Cumulative Enrollment Since Program Inception

Fiscal Year	Total Funds Allocated	Total Cumulative Enrollment
1965	$196,000,000	N.A.
1966	$308,000,000	N.A.
1967	$211,000,000	142,273[a]

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[a] As of August 31, 1967, and inclusive of 39,267 enrollees "on board" at that date.

SOURCE: Data from OEO, Office of Research, Plans, Programs, and Evaluation.

Table 6

Job Corps: Follow-Up Statistics, May 1, 1967[a]

Status	Number of Youths
Entered jobs	40,269
Military	5,298
School	7,418
Not in jobs, school, or military	22,415
Total Job Corps output	75,410

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[a] Estimates derived from a continuing series of sample surveys, each sample being a representative sample of Corps members leaving centers six months earlier.

SOURCE: Job Corps Reports, (June 1967) p. 63.

Table 7

Job Corps: Educational Achievement

Public school norm:	
for every ten months in school, the average pupil gains	1.0 grade level
Prior to Job Corps:	
for every ten months in school, the average Corps member gained	0.6 grade level in reading and math
In Job Corps:	
for every ten months in Job Corps, the average Corps member gains[a]	1.5 grade levels in reading 1.8 grade levels in math

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[a] Based on entering and current achievement levels of all Corps members (29,000) in February 1967, and test/retest of 3200 Corps members in October 1966 and January 1967 controlled study.

SOURCE: Job Corps Reports (June 1967), p. 58.

Table 8

Job Corps: Summary of Capital Investment, Inception to April 1, 1967

Type of Center	Construction and Rehabilitation	Equipment
Men's urban centers (10)	$27,679,000	$12,968,000
Women's urban centers (16)	$ 8,192,937	$ 4,376,174
Total urban centers	$35,871,937	$17,344,174
Conservation centers, Federal	$67,579,467	$18,114,144

SOURCE: OEO

Table 9

Job Corps: Length of Stay by Age

Time in Job Corps	Age Under 18	 18-19	 20 or over
Less than three months	48%	31%	21%
Three to six months	44%	41%	37%
More than six months	8%	28%	42%
Median months stay	3.1	4.4	5.4

SOURCE: Louis Harris Interim Report, May 1967 survey of 2122 terminees, cited in Job Corps Reports, (June 1967) p. 30.

Table 10

Job Corps: Capacities by Type of Center, Fiscal 1967

Type of Center	Available Spaces	End-of-Year Enrollment
Men's urban centers	16,750	16,177
Women's urban centers	9,674	9,486
Conservation centers, Federal	14,767	14,726
Conservation centers, State	1,370	1,171
Demonstration centers, Women	100	48
Demonstration centers, Men	498	275
Total	43,159	41,883

SOURCE: Data from OEO, Office of Research, Plans, Programs, and Evaluation.

Table 11

Job Corps: Profile of Job Corps Enrollee

Characteristic	Male	Female
Average Education:		
Years of school	8.8	9.8
Reading level	4.6	6.2
Math level	4.8	5.5
Behavior:		
No previous record	63%	82%
Minor antisocial behavior	27%	16%
One serious conviction	10%	2%
Draft Status:		
Males eligible for induction who failed Armed Forces Qualification Test	47%	-
Other:	**All Enrollees**	
Had not seen doctor or dentist in last ten years	80%	
Broken home	60%	
Head of household unemployed	63%	
Family on relief	39%	
Substandard housing	60%	
Asked to leave school	64%	

SOURCE: Data from Job Corps Reports, p. 10. Based on most recent data available for each item as of May 1967.

Table 12

Job Corps: Annual Cost Per Enrollee, Fiscal 1967[a]

	Total Unit Costs	Actual Unit Costs for Enrollees[b]	Statutory Limit
Men's Urban Centers	$8614	$7660	$7500
Women's Urban Centers	9850	8629	7500
Conservation Centers, Federal	7129[c]	6205	7500
Average Costs per Enrollee[d]	$7983	$7025	$7500

[a] All data refer only to Job Corps Centers in operation nine months or longer.

[b] "Actual Unit Costs for Enrollees" and "Statutory Limit" do not include costs of overhead and of amortizing capital investment, which are included in "Total Unit Costs."

[c] This figure excludes the $1709 per trainee computed as the value of the work contributed to the conservation project; "Total Unit Costs" would be $5420 if "value of work" were deducted.

[d] The "Average Costs per Enrollee" are weighted by the different numbers of enrollees in the three types of Job Corps Centers.

SOURCE: Data from OEO, Office of Research, Plans, Programs, and Evaluation.

Table 13

Manpower Component of Community Action Programs (OEO): Number of Persons Served and Amount of Federal Funds, Fiscal 1967

	Fiscal 1967
Funds Expended	$13,200,000 plus $6,800,000 for OIC
Persons Served	198,800[a]

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[a] Includes 110,000 referred to other programs, 80,000 receiving direct or supportive services, and 8,800 trainees in Opportunity Industrialization Centers.

SOURCE: Data from OEO, Office of Research, Plans, Programs, and Evaluation.

Table 14

MDTA Institutional and On-the-Job Training Programs:[a/] Federal Funds, Training Opportunities, Enrollments, and Completions; Cumulative August 1962-June 1967

	Total	Institutional	On-the-Job Training
Federal funds	$1,162,342,000	$963,829,000	$198,513,000
Training opportunities[b/]	989,800	634,200	355,600
Enrollments	748,000	577,000	171,000
Completions	425,000	333,000	92,000

[a/] Data (beginning July 1, 1965) are inclusive of authorizations for redevelopment areas under Section 241, MDTA.

[b/] "Training Opportunities" means "slots." The slots are of varying duration, depending on the length of the training course.

SOURCE: U.S. Department of Labor, Manpower Administration, Division of Analysis and Reports.

Table 15

MDTA Institutional and On-the-Job Training Programs: Characteristics of Enrollees, Fiscal Year 1967

Characteristic	Percent Distribution	
	Institutional	On-the-Job
Total	100	100
Sex		
Male	58	67
Female	42	33
Family Status		
Head of family	54	49
Other	46	51
Education		
Less than 8th grade	8	5
8th grade	11	8
9-11th grade	39	29
12th grade	38	49
More than 12th grade	5	8
Years of Gainful Employment		
Less than 3	42	40
3-9	35	36
10 or more	23	24
Number of Dependents		
0	49	46
1	14	18
2	12	13
3	9	10
4	6	6
5 and over	10	7

Table 15 (continued)

MDTA Institutional and On-the-Job Training Programs: Characteristics of Enrollees, Fiscal Year 1967

Characteristic	Percent Distribution	
	Institutional	On-the-Job
Wage Earner Status		
Primary	69	65
Other	31	35
Eligible for Allowance		
Yes	82	17
No	18	83
Type of Allowance		
Regular	42	45
Augmented	44	52
Youth	14	3
U.I. Claimant		
Yes	10	6
No	90	94
Public Assistance Recipient		
Yes	12	3
No	88	97
Labor Force Status Prior to Enrollment		
Unemployed	80	59
Family farm worker	1	a/
Reentrant to labor force	3	4
Underemployed	16	38

Table 15 (continued)

MDTA Institutional and On-the-Job Training Programs: Characteristics of Enrollees, Fiscal Year 1967

Characteristic	Percent Distribution	
	Institutional	On-the-Job
Duration of Unemployment		
Less than 5 weeks	36	46
5-14 weeks	24	23
15-26 weeks	13	11
27-52 weeks	9	7
Over 52 weeks	17	13
Military Service Status		
Veteran	21	28
Rejectee	6	4
Other non veteran	73	67
Handicapped		
Yes	10	5
No	90	95
Color		
White	59	76
Nonwhite	41	24
Age		
Under 19 years	16	11
19-21 years	24	22
22-34 years	34	42
35-44 years	15	14
45 years and over	11	10

NOTE: Detail may not add to total due to rounding.

a/ Less than .1 of one percent.

SOURCE: U.S. Department of Labor, Manpower Administration, Division of Analysis and Reports.

Table 16

MDTA Institutional and On-the-Job Training Programs: Post-Training Labor Force Status of Completers, Cumulative August 1962-June 1967

Status of Completer[a]	Institutional	On-the-Job
Estimated number of completers	333,000	92,000
Employed	252,000	82,000
Unemployed	52,000	6,000
Not in labor force	29,000	4,000

[a] At time of last contact.

SOURCE: U.S. Department of Labor, Manpower Administration, Division of Analysis and Reports.

Table 17

MDTA, Institutional and OJT: Trainees and Federal Funds Authorized under MDTA, by Program[a] and for Selected States,[b] Cumulative August 1962 - February 1967

State or Territory	Program Authorizations		Institutional		On-the-Job			
					OJT (only)		Coupled	
	Trainees	Total Federal Funds	Trainees	Funds	Trainees	Funds	Trainees	Funds
Total, U.S.	900,200	$1,094,150,000	588,800	$929,910,000	242,200	$99,941,000	69,200	$64,299,000
Selected States								
California	107,600	$ 126,750,000	60,400	$104,899,000	32,100	$13,605,000	15,100	$ 8,246,000
New York	83,700	$ 114,418,000	52,900	$ 95,343,000	26,100	$12,220,000	4,700	$ 6,855,000
Illinois	58,500	$ 76,829,000	39,100	$ 64,955,000	15,900	$ 7,117,000	3,500	$ 4,757,000
Pennsylvania	42,500	$ 59,167,000	29,600	$ 52,594,000	11,100	$ 4,450,000	1,800	$ 2,123,000
Michigan	36,800	$ 53,455,000	25,000	$ 46,645,000	9,300	$ 3,880,000	2,500	$ 2,930,000
Missouri	19,800	$ 28,233,000	15,500	$ 25,969,000	3,500	$ 1,733,000	800	$ 531,000

[a] Beginning July 1, 1965 includes authorizations for trainees and funds for Redevelopment Areas under Section 241 of the MDTA.

[b] The five highest ranking States, in terms of "Total Federal Funds," are listed. Also listed is Missouri, one of the two States in the Greenleigh Associates' on-site field survey; the second on-site State, California, is among the "highest ranking."

SOURCE: Data from the Office of Financial and Management Services, Manpower Administration, U. S. Department of Labor.

Table 18

MDTA, RAR: Trainees and Funds Authorized Under Section 241 of MDTA, for Selected States,[a] Fiscal Year 1966

State or Territory	Trainees	Funds
Total, U.S.	13,440	$21,692,000
Selected States		
Mississippi	1,390	4,908,000
New Jersey	1,507	3,067,000
Ohio	2,094	3,007,000
Pennsylvania	1,127	1,179,000
Puerto Rico	979	885,000
California	205	339,000
Missouri	225	182,000

a/ The five highest ranking States, in terms of "Funds," are listed. Also listed are California and Missouri, the two States in the Greenleigh Associates on-site field survey.

SOURCE: Data from Office of Financial and Management Services, Manpower Administration, U.S. Department of Labor.

Table 19

Migrant and Seasonal Farm Workers (OEO): Expenditures and Enrollees in Adult Literacy and Occupational Training, Fiscal 1965 through 1967

Item	Fiscal 1965	Fiscal 1966	Fiscal 1967
Expenditures	$6,000,000 (est.)	$13,000,000[a]	$17,000,000[b]
Number of enrollees	10,000 (est.)	22,000	28,000

[a] All figures refer to programs funded under Title III, B. In FY 1966 an additional 11,000 migrants received basic education under Title II funds of approximately $6,000,000.

[b] Fiscal 1967 expenditures for other components of the Migrants Program were $2,000,000 for Permanent Housing, $1,000,000 for Temporary Housing, $9,000,000 for Youth Education, $4,000,000 for Day Care. The total, inclusive of $17,000,000 for Adult Literacy and Occupational Training, was $33,000,000.

SOURCE: Data from Office of Economic Opportunity, Office of Research, Plans, Programs, and Evaluation.

Table 20

Migrant and Seasonal Farm Workers (OEO): Estimated Average Cost Per Enrollee in Adult Literacy and Occupational Training

Type of Enrollment	Costs Per Enrollee
Part-time nonstipended classes	$ 300
Full-time stipended classes[a]	$1500

[a] Full-time courses are daily, 6 to 8 hours, for 6 to 9 months. Stipends vary according to number of dependents, area, etc.

SOURCE: Ibid.

Table 21

Neighborhood Youth Corps: Authorized Enrollment Opportunities and Federal Obligations, for Selected States,[a] Cumulative, January 1965 - June 30, 1967[b]

States	Total Enrollment Opportunities[c]	Federal Obligations[d]
Total, U.S.	1,316,005	$745,444,530
New York	136,150	$ 77,835,016
California	101,572	$ 65,656,662
Texas	68,425	$ 39,840,226
Illinois	81,121	$ 36,224,136
Pennsylvania	57,350	$ 35,271,667
Missouri	37,719	$ 21,629,905

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[a] The five highest ranking States, in terms of "Federal Obligations," are listed.

[b] Data for fiscal 1967 are preliminary and subject to change.

[c] State totals include enrollment opportunities authorized for programs to operate during the summer.

[d] State totals include grants to BES for selection and referral services during fiscal 1965 and 1966. State detail does not add to U.S. total, because grand total includes $59,250 for two nationwide developmental projects involving no enrollees.

SOURCE: U.S. Department of Labor, Manpower Administration, Bureau of Work Programs.

Table 22

Neighborhood Youth Corps: Characteristics of Enrollees by School Status, September 1966 - April 1967[a/]

Characteristic	In-School	Out-of-School
TOTAL PERCENT	100.0	100.0
Sex:		
Male	51.6	50.4
Female	48.4	49.6
Race:		
White	58.1	47.3
Negro	38.4	49.4
American Indian	2.4	1.9
Oriental	.5	.4
Other race	.6	.9
Age:		
Median	[17 years]	[18 years]
Marital Status:		
Single	98.6	83.5
Married	1.1	12.0
Separated, widowed or divorced	.3	4.5
Highest grade completed:		
Median	[10th grade]	[9th grade]
Reason for leaving school:		
Academic	-	15.7
Economic	-	27.3
Discipline	-	10.4
Health	-	8.0
Other	-	38.6

Table 22 (continued)

Neighborhood Youth Corps: Characteristics of Enrollees by School Status, September 1966 - April 1967[a]

Characteristic	In-School	Out-of-School
Months since leaving school:		
Median interval	-	[13-24 months]
Draft classification:[b]		
1A	-	35.2
1Y	-	31.3
4F	-	20.8
Other	-	12.7
Estimated annual family income:		
Median interval	[$2,000-$3,000]	[$2,000-$3,000]
Number of persons in family:		
Median	[6 persons]	[5 persons]
Youth lives with:		
Both parents	54.3	37.9
Father only	2.5	2.8
Mother only	31.1	28.7
Guardian	5.2	3.0
Other	6.9	27.6
Hours worked by head of household during week preceeding youth's enrollment:		
35 or more hours	46.0	41.7
Less than 35	15.1	11.8
None at all	38.9	46.5

Table 22 (continued)

Neighborhood Youth Corps: Characteristics of Enrollees by School Status, September 1966 - April 1967[a]

Characteristic	In-School	Out-of-School
Family receives public assistance	(28. 6)	(26. 8)
Percent of youth contributing to family support before NYC	(42. 9)	(61. 7)
Percent who ever had a paying job	(54. 8)	(71. 4)
Hourly earnings on last job: Median interval	[$1. 01-$1. 25]	[$1. 01-$1. 25]
Percent who ever held a job 30 days or longer [c]	(82. 1)	(81. 2)

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[a] Based on enrollee records for 190, 000 youths who enrolled or re-enrolled in NYC projects.

[b] Based on only those enrollees reporting a draft classification.

[c] Based on those enrollees who had a paying job.

SOURCE: U. S. Department of Labor, Manpower Administration, Bureau of Work Programs.

Table 23

Neighborhood Youth Corps: Summer Programs for 1967[a]

Type of Enrollment	Number
Enrollment opportunities funded in fiscal 1967	294,269
Actual enrollment for June through August 1967	227,897

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[a] Excluding out-of-school components which are operational during the summer months.

SOURCE: U.S. Department of Labor, Manpower Administration, Bureau of Work Programs.

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Table 24

New Careers, Operation Mainstream, Special Impact: U.S. Summary, Fiscal 1967

Program	No. of Projects[a]	Enrollment Opportunities	Federal Obligations
New Careers	36	4,447	$15,572,736
Operation Mainstream	145	7,968	23,627,581
Special Impact	1	4,000	7,000,000

[a] Many of the projects extend beyond fiscal 1967.

SOURCE: Data from U.S. Department of Labor, Manpower Administration, Bureau of Work Programs.

Table 25

Vocational Education: Appropriations under Federal Acts, 1960-1968
(in millions)

Fiscal Year	Vocational Education Act of 1963: Available to States	Vocational Education Act of 1963: Research and Development Grants	Vocational Education Act of 1963: Work Study and Residential Schools	Smith-Hughes and George Barden Acts	Totals
1960	-	-	-	$47.8	$ 47.8
1964	-	-	-	56.92	56.92
1965	$106.65	$11.85	$ 5.0	56.96	180.46
1966	159.75	17.75	25.0	57.15	259.65
1967	198.23	10.0	10.0	57.15	275.38
1968[a/]	199.31	17.10	b/	57.15	273.56

a/ President's Budget.

b/ No expenditure proposed.

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 1.

Table 26

Vocational Education: National Trends 1965-1967 in Expenditure Percentages for Vocational and Technical Education by Purpose, Vocational Education Act of 1963

Purpose	Percentage in Fiscal Year		
	1965	1966 (Provisional)	1967 (Projected)
Totals	100.0	100.0	100.0
Secondary	32.3	32.7	32.4
Post-Secondary	13.4	15.1	17.6
Adult	6.1	4.5	6.1
Special Needs	0.3	1.1	3.3
Construction	42.6	36.7	30.1
Ancillary	5.3	9.9	10.5

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 6.

Table 27

Vocational Education: National Trends in Total Expenditures for Vocational and Technical Education, 1964-1966

	Fiscal Year					
	1964		1965		1966 (Provisional)	
Source	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Totals	$333,000,000	100.0	$605,000,000	100.0	$792,000,000	100.0
Federal	55,000,000	16.5	157,000,000	26.0	235,000,000	29.7
State	125,000,000	37.5	187,000,000	31.0	213,000,000	26.9
Local	153,000,000	46.0	261,000,000	43.0	344,000,000	43.4
Ratio of State and Local to Federal Dollars	$5.05	-	$2.90	-	$2.38	-

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 5.

Table 28

Vocational Education: National Trends in Enrollment and Expenditure Percentages in Vocational and Technical Education by Category, 1964-1966

Occupational Category	Percentage in Fiscal Year					
	1964		1965		1966 (Provisional)	
	Enrollment	Expenditure	Enrollment	Expenditure	Enrollment	Expenditure
Totals	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture	18.8	23.3	16.3	17.8	14.9	15.3
Distribution and Marketing	7.3	4.5	6.1	4.4	6.9	4.7
Health	1.3	3.7	1.2	4.0	1.4	3.8
Home Economics	44.3	27.0	38.7	20.2	31.5	19.0
Office	-	-	13.5	11.0	20.3	14.8
Technical	4.8	10.5	4.2	12.8	4.2	10.1
Trades and Industry (includes Fisheries)	23.5	31.0	20.0	29.8	20.8	32.3

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p.6.

Table 29

Vocational Education: Enrollments in Vocational-Technical Education by Occupational Category and Enrollee Group, 1964-1966

	1964	1965	1966 (Provisional)	% Increase or Decrease, 1966/1964
Totals	4,566,390	5,430,611	6,105,838	+ 33.7%
Secondary	2,140,756	2,819,250	3,061,541	+ 43.0%
Post-Secondary	170,835	207,201	438,469	+156.7%
Adult	2,254,799	2,378,522	2,546,452	+ 12.9%
Special Needs	-	25,638	59,376	-
Agriculture	860,605	887,529	907,536	+ 5.4%
Secondary	501,819	516,893	510,354	
Post-Secondary	-	2,054	5,914	
Adult	358,786	367,287	390,388	
Special Needs	-	1,295	700	
Distributive	334,126	333,342	420,396	+ 25.8%
Secondary	55,132	76,186	101,584	
Post-Secondary	2,688	6,384	15,947	
Adult	276,306	250,222	300,528	
Special Needs	-	550	2,337	
Health	59,006	66,772	83,552	+ 41.6%
Secondary	5,478	8,744	9,730	
Post-Secondary	41,038	21,303	34,029	
Adult	12,490	36,517	39,478	
Special Needs	-	208	315	

Table 29 (continued)

Vocational Education: Enrollments in Vocational-Technical Education by Occupational Category and Enrollee Group, 1964-1966

	1964	1965	1966 (Provisional)	% Increase or Decrease, 1966/1964
Home Economics	2,022,138	2,098,520	1,925,066	- 4.8%
Secondary	1,308,453	1,442,807	1,291,246	
Post-Secondary	1,652	2,060	2,188	
Adult	712,033	650,211	607,280	
Special Needs	-	3,442	24,352	
Office	-	730,904	1,237,086	-
Secondary	-	498,034	798,433	
Post-Secondary	-	43,633	165,486	
Adult	-	187,468	270,081	
Special Needs	-	1,769	3,086	
Technical	221,241	225,737	254,091	+ 14.8%
Secondary	20,755	23,877	28,865	
Post-Secondary	71,824	71,845	100,209	
Adult	128,662	130,015	124,947	
Special Needs	-	-	70	
Trades & Industry	1,069,274	1,087,807	1,278,291	+ 19.5%
Secondary	249,119	252,709	321,329	
Post-Secondary	53,633	59,922	114,696	
Adult	766,522	756,802	813,750	
Special Needs		18,374	28,516	

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 2.

Table 30

Vocational Education: Actual and Projected Enrollments and Percentages by Occupational Categories, Vocational and Technical Education, 1964-66 and 1970

Occupational Category	Fiscal Year							
	1964		1965		1966 (Provisional)		1970 (Projected)	
	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent
Totals	4,566,390	100.0	5,430,611	100.0	6,105,838	100.0	9,600,000	100.0
Agriculture	860,305	19.0	887,529	16.3	907,356	14.9	1,050,000	10.9
Distribution and Marketing	334,126	7.0	333,342	6.1	420,396	6.9	925,000	9.6
Health	59,006	1.0	66,772	1.2	83,552	1.4	200,000	2.1
Home Economics	2,022,138	44.0	2,098,520	38.7	1,925,066	31.5	2,050,000	21.4
Office	-	-	730,904	13.5	1,237,086	20.3	1,950,000	20.3
Technical	221,241	5.0	225,737	4.2	254,091	4.2	475,000	5.0
Trades and Industry	1,069,274	24.0	1,087,807	20.0	1,278,291	20.8	2,950,000	30.7

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p.12.

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Table 31

Vocational Education: Actual and Projected Enrollments and Percentages by Category, Vocational and Technical Education, 1964-1967

Category	Fiscal Year							
	1964		1965		1966 (Provisional)		1967 (Projected)	
	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent
Totals	4,566,390	100.0	5,430,611	100.0	6,105,838	100.0	6,880,000	100.0
Secondary	2,140,756	46.9	2,819,250	51.9	3,061,541	50.1	3,500,000	50.9
Post-Secondary	170,835	3.7	207,201	3.8	438,469	7.2	525,000	7.6
Adult	2,254,799	49.4	2,378,522	43.8	2,546,452	41.7	2,700,000	39.2
Special Needs	-	-	25,638	0.5	59,376	1.0	155,000	2.3

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No I" (March 15, 1967), p. 11.

Table 32

Vocational Education: Expenditures by Occupational Categories, Fiscal Year 1966

Occupational Category	Expenditures			Percent of Total
	Federal	State and Local	Total	
Totals	$143,405,616	$435,263,076	$578,668,692	100.0
Agriculture	25,447,075	63,091,563	88,538,638	15.3
Distribution and Marketing	6,945,482	20,541,236	27,486,718	4.7
Fisheries	288,573	391,401	679,974	0.1
Health	6,208,023	15,683,769	21,891,792	3.8
Home Economics	10,969,889	98,947,809	109,917,698	19.0
Office	22,907,382	62,565,720	85,473,102	14.8
Technical	19,750,760	38,805,567	58,556,327	10.1
Trades and Industry	50,888,432	135,236,011	186,124,443	32.2

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 4.

Table 33

Vocational Education: Vocational Enrollments and Percentages by Occupational Categories in Secondary Schools, Grades 9-12, School Years 1965-1966

Occupational Category	1965		1966 (Provisional)	
	Enrollment	Percentage	Enrollment	Percentage
Totals	2,819,250	100.0	3,061,541	100.0
Agriculture	516,893	18.3	510,354	16.7
Distribution and Marketing	76,186	2.7	101,584	3.3
Health	8,744	0.3	9,[illegible]	0.3
Home Economics	1,442,807	51.1	1,291,246	42.2
Gainful Employment	(14,169)	-	(39,489)	-
Office	498,034	17.7	798,433	26.1
Technical	23,877	1.0	28,865	0.9
Trades and Industry	252,709	8.9	321,329	10.5

SOURCE: Data from Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education, "Program Planning - Development - Budgeting Series - No. I" (March 15, 1967), p. 10.

Table 34

Vocational Rehabilitation: Number of Cases Served and Persons Rehabilitated by State Vocational Rehabilitation Agencies in the United States, 1921-1966

Fiscal Year	Cases Served	Cases Rehabilitated	Fiscal Year	Cases Served[a]	Cases Rehabilitated
1966	499,464	154,279	1943	129,207	42,618
1965	441,332	134,859	1942	91,572	21,757
1964	399,852	119,708	1941	78,320	14,579
1963	368,696	110,136	1940	65,624	11,890
1962	345,635	102,377	1939	63,575	10,747
1961	320,963	92,501	1938	63,666	9,844
1960	297,950	88,275	1937		11,091
1959	280,384	80,739	1936		10,338
1958	258,444	74,317	1935		9,422
1957	238,582	70,940	1934		8,062
1956	221,129	65,640	1933		5,613
1955	209,039	57,981	1932		5,592
1954	211,219	55,825	1931		5,184
1953	221,849	61,308	1930		4,605
1952	228,490	63,632	1929		4,645
1951	231,544	66,193	1928		5,012
1950	225,724	59,597	1927		5,092
1949	216,997	58,020	1926		5,604
1948	191,063	53,131	1925		5,825
1947	170,143	43,880	1924		5,654
1946	169,796	36,106	1923		4,530
1945	161,050	41,925	1922		1,898
1944	145,059	43,997	1921		523

[a] Data prior to 1938 not available.

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Caseload Statistics, State Vocational Rehabilitation Agencies, Fiscal Year 1966, p. 6.

Table 35

Vocational Rehabilitation: Total Federal and State Expenditures and Enrollment Levels by Fiscal Year, 1962-1966

Item	Total Federal and State Expenditures, Fiscal Year				
	1962	1963	1964	1965	1966
Total training cost[a]	$20,094,000	$19,451,000	$22,266,000	$24,794,000	$29,186,000
Total training enrollment (clients served)	83,422	79,842	80,936	91,599	103,919

[a] Training includes personal adjustment training; prevocational training; work adjustment training; training in the use of artificial limbs, hearing aids, or other appliances; remedial training; literacy training; vocational training; academic training; speech and hearing training which is not medically directed; lip-reading, mobility training, and any other kind of organized training needed to meet the rehabilitation needs of the handicapped individual being served.

The training may be provided at schools, colleges, or universities, at workshops or rehabilitation facilities, by tutor or by correspondence or apprenticeship or in an organized on-the-job training situation or by some other organized training program. Training also includes books and training materials for the use of handicapped individuals.

SOURCE: Data provided by the Vocational Rehabilitation Administration to the Senate Subcommittee on Employment, Manpower, and Poverty (Clark Committee), August 1967.

Table 36

Vocational Rehabilitation: Major Disabling Condition of Persons Rehabilitated in the United States, 1966

Disability	Rehabilitations	
	Number	Percent
Total rehabilitations	154,279	-
Number reporting	154,124	100.0
Amputation or absence of extemities	19,195	12.4
Orthopedic deformities or impairments	81,666	53.0
Blind or other visual impairments	14,442	9.4
Deaf or other hearing impairments	9,015	5.8
Impaired speech	1,625	1.1
Psychosis and psychoneurosis	14,780	9.6
Personality, character and behavior disorders	7,211	4.6
Mental retardation or deficiency	14,293	9.3
Cardiac diseases	6,358	4.1
Epilepsy	3,283	2.2
Tuberculosis, pulmonary	4,335	2.8
Disabling conditions, n.e.c.	28,304	18.4

NOTE: Totals aggregate more than 100 percent because of multiple disabilities.

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Characteristics and Trends of Clients Rehabilitated in Fiscal Years 1962-1966, p. 11.

Table 37

Vocational Rehabilitation: Characteristics of Persons Rehabilitated in the United States, 1966

Characteristic		Rehabilitations	
		Number	Percent
Total rehabilitations		154,279	-
Age	Number reporting	154,081	100.0
	Under 45 years	112,597	73.0
	45-64 years	38,783	25.2
	65 and over	2,701	1.8
Sex	Number reporting	154,279	100.0
	Male	92,115	59.7
	Female	62,164	40.3
Race[a]	Number reporting	120,724	100.0
	White	95,642	79.2
	Negro	23,767	19.7
	Indian	654	0.5
	Other	661	0.6
Number of dependents	Number reporting	153,859	100.0
	None	86,336	56.1
	1-3	43,850	28.5
	4 or more	23,673	15.4
School years completed	Number reporting	152,944	100.0
	Under 5 years	14,085	9.2
	5-8 years	45,128	29.5
	9-12 years	83,382	54.5
	13 and over	10,349	6.8

[a] Certain States do not report race.

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Characteristics and Trends of Clients Rehabilitated in Fiscal Years 1962-1966, p. 10.

Table 38

Vocational Rehabilitation: Work Status at Acceptance and Closure of Persons Rehabilitated in the United States, 1966

Work Status	Percent of Rehabilitations	
	At Acceptance	At Closure
Wage or salaried workers:		
Competitive labor market	16.2	76.1
Sheltered workshops	0.7	2.7
State-agency-managed business enterprises	0.1	0.5
Self-employed	1.8	5.0
Homemakers and unpaid family workers	7.9	15.7
Not working:		
Students	13.4	-
Others	59.9	-
Total	100.0	100.0

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Characteristics and Trends of Clients Rehabilitated in Fiscal Years 1962-1966, p. 20.

Table 39

Vocational Rehabilitation: Weekly Earnings at Acceptance and Closure of Persons Rehabilitated in the United States, 1966

Weekly Earnings	At Acceptance	At Closure
No earnings	81.8%	17.1%
Less than $10	0.9%	0.9%
$10-$19	2.6%	4.7%
$20-$39	5.3%	15.4%
$40-$59	4.6%	24.7%
$60-$79	2.5%	19.2%
$80 and over	2.3%	18.0%
Mean earnings	$7.92	$46.09

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Characteristics and Trends of Clients Rehabilitated in Fiscal Years 1962-1966, p.19.

Table 40

Vocational Rehabilitation: Public Assistance Status at Acceptance and Closure of Persons Rehabilitated in the United States, 1966

Item	At Acceptance	At Closure
Clients receiving public assistance	13.1%	4.8%
Clients not receiving public assistance	86.9%	95.2%
Aggregate monthly amount of public assistance	$2,147,391	$662,717

SOURCE: Data from HEW-VRA, Division of Statistics and Studies, Characteristics and Trends of Clients Rehabilitated in Fiscal Years 1962-1966, p. 18.

Table 41

Vocational Rehabilitation: Distribution of State Vocational Rehabilitation Agency Expenditures by Types of Services, Fiscal 1965

Types of Services	Percentage of Expenditures (Including Federal and State Funds)
Client training	17
Living expenses	8
Medical examinations	5
Surgery and treatment	5
Hospitalization	6
Prosthetic appliances	4
Rehabilitation center services	14
Other client services	1
Counseling and placement	30
Administration	5
Improvement of rehabilitation resource	5
Total	100 ($161 million)

SOURCE: Data from "Vocational Rehabilitation of the Disabled: The Public Program," in Health Education and Welfare Indicators, p. 31, April 1966.

Table 42

Work Experience and Training, Title V:
Funds and Training Spaces Since Program Inception, Fiscal 1965-1968

Fiscal Year	Federal Funds [a]	Training Spaces [b]
1965	$112,000,000	88,700
1966	$112,402,000	114,200
1967	$100,000,000	95,400
1968 (estimated)	$ 70,000,000	54,500

[a] New obligational authority.

[b] Approved under new obligational authority and carry-over funds.

SOURCE: Data provided by HEW-SRS, Assistance Payments Administration.

Table 43

Work Experience and Training, Title V:
Trainee Characteristics, as of June 30, 1967

Characteristics	Distribution
Total trainees	53,793
Male	47 percent
Female	53 percent
Negroes	50 percent[a]
Less than high school training	80 percent (approx.)[b]
Had never held a job for at least six months	33 1/3 percent (approx.)
Receiving public assistance	70 percent (approx.)
Receiving general assistance/or having family income below $3,000 per year	30 percent (approx.)
Residing in rural areas	40 percent (approx.)

[a] Exclusive of the Eastern Kentucky and West Virginia projects which have few Negroes in their general population, and exclusive of Puerto Rico and Virgin Islands which do not report race.

[b] Among those with less than high school training, 30 percent had not advanced beyond the seventh-grade level, and more than one-third of these had an educational level at the fourth grade or lower.

SOURCE: Data provided by HEW-SRS, Assistance Payments Administration.

Table 44

Work Experience and Training, Title V:
Post-Training Experience of Trainees in Title V Programs

- More than three out of every four trainees who found employment immediately after leaving the project were still employed three months later.[a]

- Earnings of these trainees ranged from $74 to $667 per month and averaged $273.

- This increase in earning power is about 80 percent greater than the average monthly AFDC payment of $152.

- Since the inception of the program through June 30, 1967, 41,900 trainees completed all training prescribed for them under Title V:

20,200	obtained employment immediately upon termination of training;
5,300	went on to advanced training under other programs;
15,400	were unable to find employment immediately following completion of their Title V training.

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[a] From preliminary analysis of a three-month follow-up study conducted by the Department of Health, Education and Welfare.

SOURCE: Data provided by HEW-SRS, Assistance Payments Administration.

Table 45

Work Experience and Training, Title V:
Estimated Average Cost per Trainee for Fiscal 1966, 1967, 1968

Expenditure Item	Estimated Average Cost per Trainee		
	1966	1967	1968
Total Costs	$1,100	$1,225	$1,368
Agency administration and services	75	79	83
Cash payments:			
Maintenance			
Group I[a]	326	329	332
Group II[b]	1,473	1,490	1,451
Work-connected expenses	110	110	110
Services:			
Adult basic education[c]	20	25	87
Vocatonal instruction	25	112	212
Child care	40	50	212
Medical	10	12	14
Work experience	150	160	180

[a] Trainees in this group receive difference between total basic needs as defined by State, and amount of public assistance paid by State.

[b] Trainees in this group receive full needs assistance, if not on State public assistance.

[c] Includes cost for high school equivalency.

SOURCE: Data provided by HEW-SRS, Assistance Payments Administration.

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